

1-1-1990

Policy analysis : the restructuring of the delivery of vocational education in the North Shore area of Massachusetts.

Patricia W. Carlson

University of Massachusetts Amherst

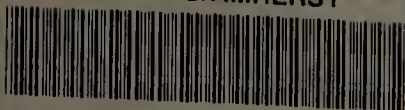
Follow this and additional works at: https://scholarworks.umass.edu/dissertations_1

Recommended Citation

Carlson, Patricia W., "Policy analysis : the restructuring of the delivery of vocational education in the North Shore area of Massachusetts." (1990). *Doctoral Dissertations 1896 - February 2014*. 4523.
https://scholarworks.umass.edu/dissertations_1/4523

This Open Access Dissertation is brought to you for free and open access by ScholarWorks@UMass Amherst. It has been accepted for inclusion in Doctoral Dissertations 1896 - February 2014 by an authorized administrator of ScholarWorks@UMass Amherst. For more information, please contact scholarworks@library.umass.edu.

UMASS/AMHERST



312066011953932

POLICY ANALYSIS: THE RESTRUCTURING OF THE DELIVERY OF
VOCATIONAL EDUCATION IN THE NORTH SHORE AREA OF
MASSACHUSETTS

A Dissertation Presented

by

PATRICIA W. CARLSON

Submitted to the Graduate School of the
University of Massachusetts in partial fulfillment
of the requirements for the degree of

DOCTOR OF EDUCATION

May 1990

School of Education

©Copyright by Patricia W. Carlson 1990

All Rights Reserved

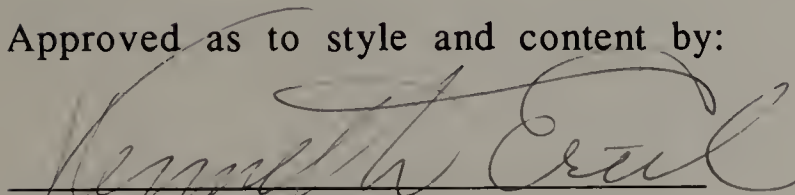
POLICY ANALYSIS: THE RESTRUCTURING OF THE DELIVERY OF
VOCATIONAL EDUCATION IN THE NORTH SHORE AREA OF
MASSACHUSETTS

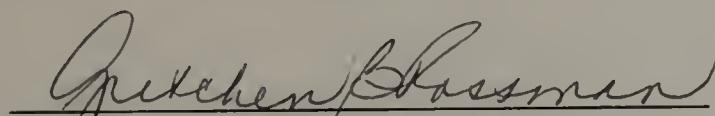
A Dissertation Presented

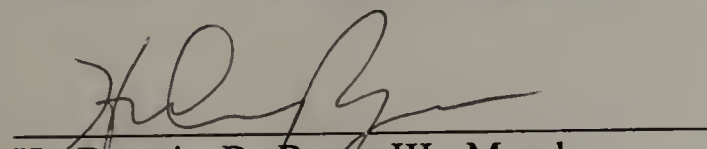
by

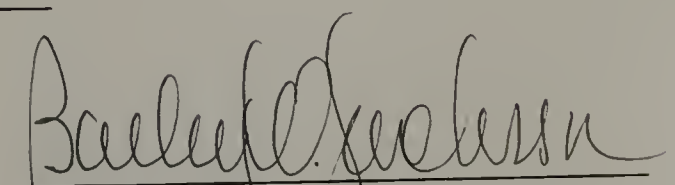
PATRICIA W. CARLSON

Approved as to style and content by:


Kenneth Ertel, Chair


Gretchen B. Rossman, Member


H. Dennis P. Ryan III, Member


Marilyn Haring-Hidore, Dean
School of Education

ACKNOWLEDGEMENTS

The author wishes to thank her Dissertation Committee for its many helpful suggestions and encouragement, the North Shore Regional Vocational School District Committee for the faith it placed in the author and for its patience, and Ms. Dina Hamilton and the members of the North Shore Vocational Education Steering Committee for their input and assistance. Most of all, the author wishes to thank her husband, Michael, and her son, Eric, for their love and encouragement, and for their forbearance while this project was in progress.

ABSTRACT

POLICY ANALYSIS: THE RESTRUCTURING OF THE DELIVERY OF VOCATIONAL EDUCATION IN THE NORTH SHORE AREA OF MASSACHUSETTS

MAY 1990

PATRICIA W. CARLSON, B.A., HOOD COLLEGE

M.Ed., BRIDGEWATER STATE COLLEGE

Ed.D., UNIVERSITY OF MASSACHUSETTS

Directed by: Professor Kenneth Ertel

This study assessed the political acceptability and efficacy of a theoretical policy for the restructuring of the delivery of vocational education in the North Shore area of Massachusetts. The theoretical policy, proposed by the author, was analyzed and assessed employing Wergin's [1976] Open Systems Model. The researcher found Wergin's [1976] Model to be particularly useful in assessing the political issues surrounding policy formation.

Data for the study were collected from a survey of documents generating from the North Shore Regional Vocational School District, such as minutes of meetings and various reports conducted for the District over the period of its existence, from accounts in the print media about the District, from the proceedings of meetings and presentations involving community and school officials throughout the District, and from the personal

knowledge and observations of the researcher from her many years of contact with the District.

The results indicate that the theoretical policy, when analyzed, using Wergin's [1976] major proposition and corollary propositions, in light of identified organizational constraints, problem and positive elements, has a low predictability of acceptance, and must be modified by developing strategies to accommodate the value conflicts which exist between and among organizations which were part of this study.

It was concluded that a policy which has a high predictability of political acceptance and efficacy can be formulated, and that implementation of such a policy is anticipated to provide a vehicle for the restructuring of the delivery of vocational education in the North Shore area of Massachusetts.

KEY WORDS: Policy Formation; Vocational Education Policy; Politics of Policy Formation; Restructuring of Secondary Vocational Education

TABLE OF CONTENTS

	<u>Page</u>
ACKNOWLEDGEMENTS	iv
ABSTRACT	v
LIST OF TABLES	x
GLOSSARY	xi
Chapter	
1. THE PROBLEM.....	1
A. Introduction	1
B. Background of the Problem: The Role of Vocational Education in the Educational Reform Movement	3
C. Statement of the Problem Situation	6
D. Purpose of the Study	12
E. Approach.....	14
F. Rationale and Significance of the Study	14
G. Scope and Delimitations of the Study	15
H. Policy and Operation	16
I. Theoretical Policy Statement	19
J. Rationale for Theoretical Policy Statement	22
2. REVIEW OF RELATED LITERATURE	24
A. Introduction	24
B. Vocational Education as an Educational Process	25
C. Vocational Education in Massachusetts	45
D. Policy Formation	45
E. Theoretical Framework	61

	<u>Page</u>
3. METHODOLOGY/DESIGN OF THE STUDY	6 9
A. Introduction.....	6 9
B. Sources of Data	7 2
1. Meetings.....	7 2
2. Documents	7 4
3. Strategic Planning Exercise.....	7 5
4. Personal Knowledge and Observations.....	7 6
C. Analysis of Data Using Wergin's Model.....	7 7
D. Role of the Researcher.....	7 8
4. HISTORICAL DESCRIPTION OF THE DISTRICT.....	8 2
A. Introduction.....	8 2
B. North Shore Regional Vocational School District.....	8 2
C. Historical Description of the District.....	9 7
5. FINDINGS	1 1 0
A. Introduction	1 1 0
B. Organizational Constraints	1 1 0
C. Problem Elements	1 1 5
D. Positive Elements	1 3 1
E. Analysis of Theoretical Policy Statement	1 3 7
F. Modified Policy Statement.....	1 5 4
G. Prediction of Political Acceptance and Efficacy of Theoretical Policy	1
6. SIGNIFICANCE AND CONCLUSIONS	1 6 7
A. Conclusions	1 6 7
B. Recommendations	1 7 6

	<u>Page</u>
APPENDICES	178
A. TIME LINE FOR PLANNING PROCESS	178
B. STATUS REPORT: COOPERATIVE AND COLLABORATIVE EFFORTS OF THE VOCATIONAL TASK FORCE	192
C. PROPOSAL FOR THE COLLABORATIVE DELIVERY OF VOCATIONAL EDUCATION ON THE NORTH SHORE	197
D. PROPOSED STATEMENT OF INTENT TO COLLABORATE	200
E. NORTH SHORE VOCATIONAL EDUCATION PARTNERSHIP	203
F. DEMOGRAPHIC SURVEY OF THE DISTRICT	206
G. DUPLICATED PROGRAM OFFERINGS.....	207
BIBLIOGRAPHY	208

LIST OF FIGURES

Figure	Page
1. An Open-Systems Model of Organizational Policy Making	65

GLOSSARY

Chapter 74/731--the Massachusetts legislation which defines and governs the operation of vocational education programs in public secondary and postsecondary education programs throughout the Commonwealth.

North Shore area of Massachusetts--the area comprised of the cities of Beverly, Gloucester, and Salem, and the towns of Boxford, Danvers, Essex, Hamilton, Lynnfield, Manchester, Marblehead, Middleton, Nahant, Rockport, Swampscott, Topsfield, and Wenham.

Policy--governing principle, written and unwritten, but institutionalized, which provides the rationale for current operation and future planning.

Policy Analysis--the procedure for analyzing a policy, as set forth in Wergin's (1976) Open Systems Model.

Policy Formulation--the procedure for formulating a policy, as set forth in Wergin's (1976) Open Systems Model.

Proposition 2 1/2--an initiative petition passed in Massachusetts in 1982 which limits cities and towns to an overall increase in property taxes to two and one-half percent over the previous year's tax rate.

Vocational Education--education which has as its primary purpose fitting students for gainful employment.

CHAPTER 1

THE PROBLEM

A. Introduction

The purpose of this dissertation was to conduct a policy study. The researcher has designed and implemented a project involving a regional vocational-technical high school, three city comprehensive high schools, each of which offers several vocational programs, and seven smaller high schools, which currently offer no vocational programs.

The researcher sought to design and implement a project of which the long-range goal is to enhance cooperation and collaboration among these several institutions. The project consists of numerous efforts to increase understanding and communication among school personnel and among community members at large. The goals of this project are to create a framework for greater understanding of the role that vocational education can execute in the educational process, and to expand vocational education opportunities to a broader, more diverse population. The researcher has documented the evaluation of the project and assessed its impact on the organization. This dissertation analyzes the policy formulation and evaluation process

appropriate to the development of the project using Wergin's [1976] Open Systems Model.

The researcher found Wergin's Model to be particularly useful in helping the researcher to remain focused on a process, to proceed systematically, and to be ever mindful of the political nature of policy formation. Limitations encountered by the researcher in utilizing his theoretical model were the time necessary to conduct analysis and the amount of background and historical information necessary to be effective in conducting a study so grounded in politics. Although these did not pose major problems for the researcher, as she has a thorough knowledge of the organization, it is suggested that the amount of time necessary for an outside consultant to develop the depth of knowledge necessary on prior policies could prove to be a hardship, and might, due to time constraints, preclude the use of this particular model. It should be noted, however, that policy formation and analysis are, by their very nature, time-consuming endeavors, regardless of the model followed or the process employed. For this reason, it is essential that the policy problem to be solved be of significant value and importance to warrant this time investment.

B. Background of the Problem: The Role of Vocational Education in the Educational Reform Movement

Excellence in education is a national concern, as evidenced by the plethora of national studies, such as *A Nation at Risk* [National Commission on Excellence in Education, 1983], *High Schools and the Changing Workplace* [Panel on Secondary School Education for the Changing Workplace, 1984], *The Paideia Proposal* [Adler, 1982], *Horace's Compromise* [Sizer, 1984], and *A Place Called School* [Goodlad, 1984] which have been published recently. Dissatisfaction of employers with young employees' basic skills and abilities and a concern for the future economic well-being of the nation served, in part, as an impetus for these studies. Youth unemployment and a high dropout rate are a corollary concern, also of national importance.

The recent national studies on education [Adler, 1983; Bennett, 1987; Goodlad, 1984; National Commission on Excellence in Education, 1983; Ravitch, 1983;Sizer, 1984] have stressed the development of competence in basic skills and have almost overwhelmingly called for "excellence". Most acknowledge that high schools have traditionally served a dual purpose--that of preparing students for further education and preparing them for the world of work.

Vocational education has historically been viewed as necessary to the economic well-being of the nation. There is a

similarity between the recent calls for excellence in education as essential to the economic growth and well-being of the nation and the justification for the Smith-Hughes Act of 1917, the first federal secondary vocational education legislation [Haney, 1983].

Yet, the recent national studies [Adler, 1982; Bennett, 1987; Goodlad, 1984; National Commission on Excellence in Education, 1983; Ravitch, 1983;Sizer, 1984] have largely ignored the role of vocational education at the secondary level, and have stressed, rather, increased academic requirements, a return to basics, or a classical education for all. Vocational education has largely been reserved as a concern for further education. There are concerns that vocational education policy (local, state, and national) has not responded to the changing ethos of public education and that policy changes are essential for improvement, or even continuation, of vocational education at the secondary level.

Secondary vocational education has many detractors who say it is too expensive, it tracks students too early [Hughes, 1984], or it narrows students' future options. Its detractors further state that vocational education fosters a class system, prepares students for unemployment, and neglects students' broader education in basic skills, decision-making abilities, and citizenship. Further, there are those within the secondary vocational education community who believe vocational education students should mirror all high school students, and should not differ significantly from their peers in academic education programs.

There are many positive points which secondary vocational education boasts. Unfortunately, its proponents often do not boast loudly or often enough, and are often drowned out by its detractors. The concrete teaching methodologies utilized in vocational education, coupled with the strong motivational aspects of vocational education, student self-selection, and, often for the first time, success in a school environment, make vocational education an extremely viable program for many secondary school youth [Hoachlander, 1983].

Among the positive outcomes of vocational education are young workers who have employable skills, as well as positive work habits and attitudes, independence and entrepreneurship [National Commission on Secondary Vocational Education, 1984]. Another positive outcome of secondary vocational education is its capacity to give those students who would undoubtedly have undistinguished careers in traditional academic programs a sense of belonging, of being special in a vocational education environment [Powell, Farrar, & Cohen, 1985].

Secondary vocational education students generally have lower scores on standardized achievement tests than do academic students. Vocational education is a self-selected course of study. There is evidence which indicates students select such programs because of their learning preferences. It is suspected that many of these students would fare less well in traditional academic programs and would, therefore, be at higher risk to drop out of school [Evans, 1982; Hoachlander, 1983].

Vocational education has too long tried to compete with comprehensive high schools for top students and has too long maintained a defensive posture in the world of secondary education. It is time for vocational education to capitalize on its strengths and use those strengths to increase its credibility in the education field.

I believe vocational education does offer excellence in education for those students it serves. By recognizing the learning styles, interests, and abilities of vocational students and by tailoring the curriculum to meet their educational needs, vocational education can ensure that students achieve competence in the basic skills, as well as in their vocational courses. In this way, excellence in vocational education may be looked at as an equal partner in the quest for excellence in secondary education, not as a poor stepchild, or as the perpetuation of inequity of educational opportunity.

C. Statement of the Problem Situation

The disregard for vocational education displayed currently at the national level is mirrored in the area of the North Shore of Massachusetts which this researcher has studied. Increased graduation requirements, the pervasive attitude that vocational education is only for the less able student, and the idea that vocational education is necessary, but only for other people's

children, limit the number of students who opt for vocational education as their high school option.

The lack of cooperation and collaboration surrounding the delivery of vocational education in the North Shore region, coupled with the low esteem which vocational education commands, has exacerbated an already problematic delivery system, which has long been characterized by duplicated programs, low enrollments, jealousy among providers, and high per pupil costs.

In 1972, a regional vocational school district, the North Shore Regional Vocational School District, was formed. The North Shore Regional Vocational School District is comprised of three cities: Beverly, Gloucester, and Salem, and thirteen towns: Boxford, Danvers, Essex, Hamilton, Lynnfield, Manchester, Marblehead, Middleton, Nahant, Rockport, Swampscott, Topsfield, and Wenham. All member communities are located in Essex County. This representation constitutes a very large geographical area, as well as a tremendous socioeconomic diversity.

The total population of the region is approximately 215,000. The current school population in grades nine through twelve in both public and private schools is approximately 11,500 and in grades six through eight slightly over 7,000.

The North Shore Regional Vocational School District was formed by an Act of the Legislature in 1972. For the first few years of its existence, the District offered a limited number of courses in rented space in Salem, Massachusetts. During this time,

planning was ongoing toward constructing a fifteen million dollar facility.

North Shore Regional has overcome many adversities since its inception. A major original member of the District, the City of Peabody, decided to withdraw from the region in 1975. Shortly thereafter, a bond issue to construct a new facility was rejected by the voters. This defeat necessitated leasing space and renovating an older industrial building into a vocational-technical school. Despite these problems, the school currently has an enrollment of over four hundred students in sixteen vocational-technical programs.

It should be pointed out that, to the best of this researcher's knowledge, the North Shore Regional Vocational School District is the only regional vocational school district in the Commonwealth which has member communities operating vocational programs on the scale which is occurring in the North Shore District. Beverly, Gloucester, and Salem all compete with North Shore Regional for students. Fortunately, the number of vocational courses in each of the schools is limited and, in many cases, non-duplicative of North Shore's offerings, so that the competition for students is not as serious as it could be.

Because there was less than universal acceptance of the concept of the formation of the District [Lindow, 1971], a number of compromises were made which have had a lasting, negative effect on not only the Regional District, but the member communities as well. At the time that the District was formed, there

were large numbers of secondary students, and it was judged that there would be sufficient students to fill all the programs resulting from the compromises. Proposition 2 1/2, which limits municipal spending increases to two and one-half percent over the previous fiscal year, had not been foreseen, and fiscal autonomy for school districts was a given. Therefore, the parties engaged in the initial planning of the vocational district did not foresee the political and organizational problems which they were creating through the compromises made in the formation of the District. It was, therefore, determined that the three cities within the region which had existing vocational programs would be permitted to continue operating those programs, even though similar, or, in some cases, exactly the same, programs would be operated by the regional vocational system. As long as fiscal autonomy for school districts existed, and as long as sufficient numbers of students flowed through all of the secondary education system, this arrangement did not pose major problems. These compromises were, however, symptomatic of the lack of total commitment for the regional vocational district which existed among some member communities. Failure to pass a bond issue to build a facility to house the regional vocational district was a further symptom of the lack of total commitment for the regional district. Notwithstanding these rather obvious symptoms that the organization was not altogether healthy, the regional district moved forward. The initial administration did little to promote the health of the organization by seeking greater acceptance

among the member communities [Amory, 1974; Brown, 1975; Holmes, 1974; Homan, 1981].

Today, in the face of the many changes occurring in secondary education, the legacy of those compromises and of the early leadership of the District is one of discontent, fragmentation, inefficiency, and inability to keep pace with technological change [Marquis & Kendall, 1987].

The very compromises which were employed to facilitate the creation of the regional district are largely the cause of the major problems which the District now faces. In addition to a regional vocational school district, there are three city schools which also offer rather extensive vocational programs. In several instances, programs which are similar, or even duplicative, exist in more than one location in the District. Each is directed by distinct and separate school committees, has distinct and autonomous administration, and sets different priorities for similar programs.

Although this was never an ideal arrangement, it has become, in these days of dwindling enrollments and meager financial support, an inefficient and, often, wasteful situation, which is evidenced by programs requiring costly and highly specialized equipment that operate at less than capacity in several locations, thus causing the highest per pupil vocational education costs in the Commonwealth of Massachusetts [*Per Pupil Expenditures by Function, 1987-1988*]. In addition, it fosters mistrust and competitiveness. Each school has developed a

defensive, almost isolationist, relationship with all of the other schools, thus causing a rift among educators.

Recently, however, as the dual problems of decreasing enrollments and dwindling financial support have become more acute, there has been an awakening among local school administrators and political leaders that a real problem exists which must be dealt with more effectively than it has been to date. This realization was further strengthened when it became apparent that the regional district, which provides the only vocational education opportunities for students from thirteen of the sixteen member communities, was not going to dissolve and fade into nonexistence. Several communities had long held the notion that the regional district would cease to exist when its current lease expired, thus leaving the cities free to pursue their own directions in vocational education. However, when the Regional District Committee voted to purchase a building to serve as a permanent home for the regional school, and that vote was supported by fourteen of the sixteen member communities, the presumed lack of permanence of the regional district became less of a certainty.

As a result, a need to work cooperatively and collaboratively to provide vocational education services effectively and efficiently has emerged. A grudging willingness on the part of the players, born more of necessity and the reality of potential program closings than of a desire to enhance educational quality, has recently been observed in attitudes of vocational administrators at meetings held to discuss joint planning, in reactions from school

committees in member communities, and in support from local governmental and business entities.

D. Purpose of the Study

This study assessed the political acceptability and efficacy of a theoretical policy for the restructuring of the delivery of vocational education in the North Shore area of Massachusetts. A theoretical policy for the delivery of vocational education for the designated area was formulated by the researcher. This theoretical policy was then analyzed and assessed employing Wergin's Open Systems Model (See Chapter 2, Section E), as set forth in "The Evaluation of Organizational Policy Making: A Political Model" [Wergin, 1976]. The theoretical policy was tested against the realities which exist within and among the organizations which would be affected by the policy, and a judgment was made as to its potential to serve as an effective and efficacious policy for the delivery of vocational education on the North Shore of Massachusetts.

There is evidence which suggests that this is the most opportune time in the history of the region to engage in this activity, and there are signs that there is a readiness on the part of the participants to set aside mistrust, competition, and deep-seated animosity and develop a commitment to effective collaboration.

With changing demographics and fiscal constraints placed upon local school districts by Proposition 2 1/2, political problems surrounding the original formation of the North Shore Regional Vocational School District have been exacerbated. Given the common goal of providing quality vocational-technical education programs for all students on the North Shore who desire them, and the desire on the part of local school districts to retain autonomy and political control, is there a solution which meets the goal, while minimizing the political concerns of member communities?

All share the desire to provide quality vocational education programs for students. All, also, share the desire to provide these opportunities in the most cost-effective manner. Shrinking student populations have made it imperative that more cooperative and collaborative efforts be engaged in. How can such efforts be inaugurated in light of the deep-seated suspicions, the expressed need for local control of programs and students, and a long history of competition?

This researcher believes that there are solutions which will fulfill the goal of providing quality vocational-technical education for all students on the North Shore who desire it, while addressing the political concerns of the member communities. It is, therefore, this researcher's intent to help structure a policy which will enable communities to effectively work together to provide quality vocational education programs for students in a cost-effective, collaborative manner that allows all parties to retain

some control and identity within an effective interorganizational framework.

E. Approach

The approach which was utilized by this researcher was to assess the theoretical policy statement posited by the researcher against the realities of what currently exists. A process evaluation utilizing Wergin's [1976] Open Systems Model was employed to test the potential effects of implementing the proposed policy.

Existing policy statements, collective bargaining agreements, and other relevant school documents, such as budgets and specific school committee policies regarding governance and administration, were reviewed in light of the proposed policy.

F. Rationale and Significance of the Study

The intent of this study was to review a proposed policy for the delivery of vocational education in the North Shore area of Massachusetts in light of the constraints within each organization (local school district and local government) and between organizations (local school district, local government, and regional school district), develop ways to minimize these constraints, and plan for effective cooperative and collaborative efforts surrounding vocational education.

There are many operational issues which must be taken into consideration in determining the efficacy of any such proposed policy. This researcher has determined, through a review of the literature surrounding the formation and on-going organization of the District and through personal observations and reflections, that, for the purposes of this policy formulation and analysis study, the following operational issues are the most critical, and they, therefore, served as the focus of review.

1. Political Pressure Points
2. Governance
3. Administration
4. Funding
5. Facilities

G. Scope and Delimitations of the Study

This study makes no attempt to be generalizable to all situations. It examines organizations which exist and which deliver vocational education services in the North Shore area of Massachusetts. While certain findings may be applicable to other situations, the primary focus of this study is the design and analysis of a proposed policy and its efficacy for an effective vocational education delivery system for the sixteen communities in Essex County, Massachusetts, which comprise the North Shore Regional Vocational School District.

It is recognized that the political factors which must be taken into consideration, while not unique, exist exactly as they do only in this District. It is further recognized that what may be a viable solution for this District may not work in other areas of the Commonwealth, or in other parts of the country. Chapter 74 is unique to Massachusetts, and plays a large role in how any solution may be structured for the North Shore Regional Vocational School District.

The study focuses on policy formulation and analysis, and does not take into consideration issues from the field of organizational development.

H. Policy and Operation

Current policy throughout the North Shore Regional Vocational School District regarding vocational education is stated rather clearly in the *Agreement with Respect to the Establishment of a Vocational Regional School District plus Chapter 545 of the Acts of 1972* [1972], as follows:

When this district has been organized and its school or schools are available for use, no city or town belonging to the district and no other regional school district of which such city or town is a member shall offer vocational education; except, however, that any such city, town or district which offers vocational education prior to the acceptance of this act, as provided in section five, may continue to offer the types of vocational education offered

by said city, town or district as of December second, nineteen hundred and seventy-four, and may offer other types of vocational education with the approval of the department of education. [*District Agreement*, p. 17]

The above-cited provision permits the independent operation of vocational education programs throughout the District, and, over the years, such operation has been actively supported and encouraged by local school committees. In several instances, programs were initiated in local communities when existing programs at the regional school had available spaces. For example, electronics programs were begun in Gloucester and Salem when a Chapter 74 approved program with available spaces existed at North Shore Regional. Salem initiated a culinary arts program when a Chapter 74 approved program with available spaces existed at North Shore Regional. Federal grants requesting the same pieces of costly equipment were frequently submitted by several schools in the same year. In a given year North Shore Regional, Gloucester, and Beverly all wrote grants requesting Computer Numerical Control milling machines costing approximately \$36,000 each, when one such machine would have served the educational needs of all students enrolled in machine shop programs throughout the District.

Course brochures for individual schools make overt statements about the negative aspects of a choice to attend North Shore Regional [*Gloucester High School Course Selection Booklet*, 1988], and one such handbook made a statement that students'

parents would be responsible for the vocational school assessment if a student did not remain at North Shore for a full year [Swampscott High School Student Handbook, 1987].

Active campaigns to withdraw from, or dissolve, the regional vocational school district have been led by the City of Gloucester, which proposed legislation to that effect in 1984. Also during that time, Gloucester officials made verbal and written statements to students and their parents that they would be held responsible for the vocational school assessment.

For its part, the North Shore Regional Vocational School District was not responsive to requests from member communities to be cognizant of their fiscal constraints, brought on by Proposition 2 1/2 [Armerding, 1983; Blanning, 1983; Homan, 1981, 1982; "Just too expensive", 1983], purposely withheld detailed financial information from member communities, and failed to respond to a variety of concerns regarding policy and operation of the regional school district. In addition, the regional district often operated outside of Chapter 74 and did not file required reports with the Massachusetts Department of Education, nor respond to requests made by the Department of Education to modify its operations in order to comply with Chapter 74 or other state statutes.

I. Theoretical Policy Statement

All Chapter 74 programs operating within the district will come under the auspices of the North Shore Regional Vocational School District. All costs associated with the operation of Chapter 74 programs will be assumed by the Regional District. Cities and towns will be assessed by the Regional District for all students participating in such programs. The site administrator/vocational coordinator/director in each community will share in curricular and all other programmatic decisions regarding such programs, and will serve as the site coordinator, with authority over the instructor and the students while in his/her building.

Students from throughout the District will be permitted to enroll in programs offered in city vocational schools, but under the auspices of North Shore Regional Vocational School District, regardless of their town of residence. Admission and transportation will be coordinated through the District office.

New programs will be developed jointly and may operate wherever the most appropriate space and the best community resources to support that program exist. They will be administered by North Shore Regional Vocational School District, with the vocational director of the school in which the program is housed serving as the site supervisor and the administrator in charge. Teachers and students will be under the jurisdiction of that individual for the purposes of supervision and discipline. All

directors will participate in the decision-making process regarding the need for the program, and for development of the curriculum for the program. North Shore Regional Vocational School District will rent space for the program from the school district in which the program operates, and will pay all costs (i.e., teachers' salaries, instructional supplies, and equipment) associated with the program. Students enrolled in the program from the community in which the program operates will be assessed as North Shore Regional students.

Half-day and full-day options will be provided, where practicable. It is recognized, however, that some vocational programs do not lend themselves to this option.

Students will have the option of attending North Shore Regional for academic instruction, as well as vocational instruction, or, of attending their town high school for academic instruction. Again, it is recognized that there are some instances where the scheduling of this arrangement would be exceedingly difficult, if not impossible.

Specialized academic offerings, such as foreign languages or advanced science or math courses, will be available to vocational students throughout the District, again, as time and logistics permit.

Students will have the option of attending a school outside their town of residence, including North Shore Regional, on a full-time basis, but will retain their eligibility to participate in sports and other extra-curricular activities within their communities of

residence. Half-time students will have the same option. Further, part-time students who are not selected for a team in their town of residence will have the option of participating on North Shore Regional's teams.

Recruiting and career information programs presented by North Shore Regional, and all other schools within the District, will include all programs operational throughout the District. North Shore Regional will coordinate the application process and other administrative tasks associated with this effort.

Decisions to retain programs, especially in the instance of similar programs operating independently in separate locations, will take into consideration total demand throughout the District, and will be made with the goal of retaining as wide a variety of options for students as possible.

The development of a unified evening school program for both vocational and practical arts will utilize the regional mailing already done by North Shore Regional and will maximize opportunities for adult evening school programs throughout the region.

Joint articulation agreements with North Shore Community College and other institutions of higher education will be established, thereby eliminating the necessity for each school to develop an independent agreement. Not only will it allow the communities to work cooperatively, but it will certainly facilitate agreement with the Community College by streamlining the process to dealing with one entity instead of many.

Collaborative planning and preparation of grants will ensure that all available monies are accessed, and will enhance the overall impact of projects by pooling funds to develop meaningful, far-reaching programs.

Teachers found to be in excess as a result of this arrangement will be retained, and reassigned as appropriate, for a period of two years.

J. Rationale for Theoretical Policy Statement

In recognition of the unique characteristics of the communities which comprise the North Shore Regional Vocational School District, and in recognition of the physical and human resources existing within the school districts which comprise the North Shore Regional Vocational School District, the foregoing proposed policy statement is set forth. This policy is designed to fully utilize the physical and human resources which currently exist within the District, to make use of strengths of existing programs and/or formats for vocational education service delivery, and to recognize the needs of students to participate in vocational education in various ways.

An overriding concern throughout this policy proposal is providing the broadest range of vocational education services to all students who wish to take part in any form of vocational education in the most effective, educationally sound, and cost-effective way possible.

It is recognized that philosophical differences exist as to the most effective overall design for the delivery of vocational education services. Proponents of self-contained regional vocational schools stress the continuity of purpose, the ability to tailor academic offerings to the interests and learning styles of students, and the sense of belonging engendered by a single-purpose institution, while proponents of vocational education within the comprehensive setting tout wider opportunities for students and retention of ties with hometown schools. However, it is also recognized that there are strengths and weaknesses associated with each delivery system, and it is the goal of this proposal to capitalize on the strengths of both systems, while meeting the needs of a broad range of students.

CHAPTER 2

REVIEW OF RELATED LITERATURE

A. Introduction

What follows is by no means meant to be an exhaustive review of the literature surrounding the topic. Rather, it is focused on those concerns which appear to be most predominant and which directly relate to this researcher's efforts to frame a policy through which vocational educators in a particular locale may effectively respond to the general call for excellence in secondary education, the state policies which affect vocational education, and the implications for education of changing technology, changing demographics, and finite financial, physical, and human resources.

Throughout the research, several points appear to stand out as inescapable observations. The formation of policy is a largely political process, and, in few fields, is this more evident than in education. Educators, themselves, are rarely the initiators of policy changes in education, but are rather the ones on whom the policy impact falls. The initiation of policy changes in education, whether it be at the federal, state, or local level, and whether it focuses on educational reform in general or some specific aspect of the education process, such as vocational education, is generally a

reaction to some concern outside of the sphere of education, such as the economic well-being of the nation, the war on poverty, or the need for technological superiority.

B. Vocational Education as an Educational Process

There is significant research to support the premise that vocational education is an educational process, as well as significant research to support vocational education's potential as a safety net for dropouts and other disaffected learners.

Lankard, Kang, and Bishop [1985] report on a survey of one thousand 1980 high school graduates from one thousand high schools. This survey, conducted by the National Center for Research in Vocational Education, found that non-college-bound students who had the highest wage rates, earnings and months of employment took a substantial number of both vocational and academic courses in their last three years of high school [Lankard et al., 1985, p. 17].

Haney [1983] examines secondary vocational education in light of the recent reports calling for educational reform. He notes that none of the recent reports addresses vocational education to any great degree, despite the premise most of them hold that educational reform is essential to spur economic growth [Haney, 1983, pp. 1-2]. Haney likens the promotion of the recent calls for reform to the promotion of the Smith-Hughes Act of 1917, in that both rely heavily on national prosperity and happiness and

maintaining the United States' position in the markets of the world as selling points for their views [Haney, 1983, p. 5].

He states that high schools have two different missions. One is to prepare students to go on to higher education in colleges, universities or other forms of postsecondary education. The second is to prepare students for work [Haney, 1983, p. 6].

He goes on to say the following:

secondary vocational education programs and the role high schools play in preparing students not just for more school, but also for work, have played very important roles in the American system of education. In this light, current would-be reformers of our high schools are ill-advised to ignore the role of secondary vocational education. [Haney, 1983, p. 20]

Haney makes two points which are extremely pertinent. One is that the available evidence suggests that the dropout rates of secondary vocational education programs are slightly lower than dropout rates for general education programs [Haney, 1983, p. 14]. He further notes that "academic students may finish high school with higher test scores than vocational and general program students, but they also start out high school with higher test scores" [Haney, 1983, p. 15]. Test score gains for academic, vocational, and general students during high school are remarkably similar.

Like Haney, Mertens, Seitz, and Cox [1983] examine secondary vocational education in light of the high school dropout problem. They found that, when other variables were controlled,

there was an inverse relationship between the quantity of vocational education and dropping out of school. The more vocational education courses students were enrolled in, the less likely they were to drop out of school. They also found that participation in vocational education, combined with completion of high school, appeared to significantly reduce unemployment. They suggest that this finding may indicate that the motivation provided by vocational education may be a strategy worth examining as an intervention strategy when working with potential dropouts.

Hughes [1984] reviews past federal policies on vocational education, and, after examining several alternatives in view of improved student achievement, productivity enhancement, cost, legitimacy as a federal initiative, and equity, recommends a policy alternative designed to encourage excellence in secondary vocational education. She, too, examines vocational education in light of the imperative for excellence set forth in the recent national studies. Approximately fifty percent of high school students do not go on to postsecondary education. Hughes, therefore, argues, like Haney, that "it is wrong to omit vocational education at the secondary level" [Hughes, 1984, p. 11].

She proposes that vocational and academic programs be integrated in grades seven through ten. This, she states, provides career exploration and employability opportunities for all students and provides an opportunity for all students to achieve excellence by being exposed to a core curriculum through grade

ten. Hughes also points out that such an approach holds promise for removing the stigma of too-early tracking of students, and particularly the sometimes negative effect that early tracking can have on vocational students. She proposes separating vocational and academic students in grades eleven and twelve, thereby providing an opportunity for employment preparation for those students who do not intend to pursue further formal education [Hughes, 1984, pp. 24-26]. Throughout, Hughes stresses the attainment of excellence in vocational education, but states that, if there must be a choice between equity and excellence, one must opt for equity.

Swanson [1984], like Hughes, addresses excellence in vocational education and looks at federal policy alternatives for vocational education. He, like Hughes and Haney, points out that vocational education has been neglected in the national studies. He asks if one of the major purposes of education, the preparation for the world of work, has been abandoned, or is the neglect an acknowledgment that we cannot hope to achieve excellence in vocational education? Swanson further observes that vocational education has been assigned the role of "nonparticipant in the game of schools" [Swanson, 1984, p. 7].

Swanson looks at classical education, as it is being offered by some of the recent national studies as the panacea for the ills of education. He points out that the classical tradition always made a distinction between the value of knowing and the value of doing, and that, thus, it has been the chief architect of the dichotomy

between education and training [Swanson, 1984, p. 10]. Pursuing that dichotomy, Swanson points out the constitutional issues which result. Education is a function of the states, while training is a function of the federal government. This observation leads to a consideration of the myriad training programs, such as MDTA, CETA and JTPA, which the federal government has initiated. He contends that these federal initiatives exist to accommodate the high dropout rate of school systems and to lend legitimacy to differentiated learning [Swanson, 1984, p. 7].

He goes on to discuss differentiated learning, particularly in terms of length of training, as a method of segregation. Longer training costs more, he states, and generally prepares people for higher paying, more prestigious jobs, while shorter training costs less and prepares people for lower level and paying jobs [Swanson, 1984, p. 11]. Swanson points to the Morrill Act as a model federal initiative to be renewed, particularly in spirit. He calls for involvement of the entire educational system, including higher education, in an effort to address quality and excellence in education for those choosing to enter occupations.

He further suggests a major change in the structure of the educational system by acknowledging that vocational education suffers from functional separateness and dilution in comprehensive settings. The structural change he proposes would provide for a separation of the purposes of education, the preparation for further education and the preparation for the world of work, by providing separate settings, each with its own purpose and

integrity of purpose [Swanson, 1984, p. 22]. This proposal for structural change, combined with his observations regarding federal training programs as a safety net for dropouts and the fact that states which offer an effective vocational-technical education system have been leaders in the proliferation of fast-growing small companies, provides a strong argument for maintaining and strengthening the vocational education system at the secondary level. To further strengthen this argument, Swanson observes that few students have the opportunity, given the one-dimensional emphasis on core, or basic, or fundamental, curricula, "to link theory with utility, science with technology or education with work" [Swanson, 1984, p. 16].

In further urging structural change in the educational system, Swanson observes that "The dropout rate can be as good a measure of excellence as the scholastic survival rate; each is an indicator of educational policy and values endorsed thereby" [Swanson, 1984, p. 21]. By acknowledging the separateness of purpose of education and training, we can begin to provide the necessary safety net for potential dropouts through quality vocational education programs within the educational system rather than through federal training programs which are far removed from the educational system.

Hoachlander [1983], in a paper developed as background material for *High Schools and the Changing Workplace*, looks at what constitutes vocational education, who it serves, what its accomplishments are, and what the costs of vocational education

are. He found that, in the 1978-79 school year, sixty percent of all students enrolled in vocational education programs were secondary level students [Hoachlander, 1983, p. 2]. However, only one-third of that group was enrolled in occupationally specific programs, while the remainder were enrolled in industrial arts and non-occupational consumer and homemaking education. In contrast, over two-thirds of the postsecondary students enrolled in vocational education programs were enrolled in occupationally specific programs [Hoachlander, 1983, p. 5]. He points out that, at the secondary level, vocational education, in some form, is provided in 15,700 comprehensive high schools and fourteen hundred vocational high schools and area vocational centers [Hoachlander, 1983, p. 7].

Hoachlander developed a profile of vocational students, utilizing data compiled by the National Center for Education Statistics. According to his findings, students enrolled in vocational education come from families who have less formal education than those in an academic track, and generally have lower test scores on standardized tests measuring verbal and math competencies. He also found that minorities were somewhat over-represented in vocational education programs [Hoachlander, 1983, pp.10-12].

In examining the accomplishments of vocational education, he found that, although many studies have been conducted on the effectiveness of vocational education, little significant difference between vocational school graduates and general graduates has

been established. He suggests two reasons for this result. Vocational enrollment is self-selective, and he states that we might suspect that vocational education students might not fare as well in general education as they do in vocational education, since they self-selected vocational education based on their particular aspirations and learning styles [Hoachlander, 1983, p. 16]. The second reason he cites is that most of the research which has been conducted was largely based on data sets not designed with vocational education in mind. He concludes that, until better research can be conducted, student demand for programs may be the best measure of their success [Hoachlander, 1983, p. 17].

High Schools and the Changing Workplace [1984], a report of the Panel on Secondary School Education for the Changing Workplace, lists a set of core competencies which employers believe students need to enter the work place. These competencies, which include reading, writing, computation, oral communication, social and economic studies, and the like, are not unlike the basics set out by many of the recent studies on education.

The reason for including this study here is that it contains some interesting observations which are relevant to secondary vocational education. It is noted that students not planning on postsecondary education have less time to master the foundations of learning, and there is an acknowledgment that some students learn best in a scholastic environment, while others, often those not planning on postsecondary education, learn better in settings which are close to "real life" [Panel on Secondary School, 1984,

p. 20]. Further, it is noted that, while large companies often have sophisticated training programs, small companies do not. Yet, a significant number of jobs for young workers are now, and will be in the foreseeable future, in small companies. Therefore, skills acquired in vocational courses may be crucial to young workers, and will certainly increase their employability [Panel on Secondary School, 1984, p. 13].

Ruff, Shylo, and Russell [1981], in "Vocational Education: A Look Into The Future", examine societal, demographic, and economic trends and probable federal policy initiatives in a futures study of vocational education. This study was completed prior to the enactment of the Carl Perkins Act, but it, nevertheless, offers some interesting predictions about vocational education through the 1980s and into the 1990s. It was observed, for example, that the societal returns of any vocational training programs geared toward disadvantaged youth should be very high, particularly with skilled labor in short supply and an abundance of inadequately prepared youth [Ruff et al., 1981, p. 19].

Two particular references to curricula and teaching methods which are particularly pertinent to this paper were noted. It was predicted that the trend toward lower achievement levels on standardized tests for students entering vocational education has some serious consequences for curricula, teaching methods and program goals [Ruff et al., 1981, p. 19]. Also predicted was that the curricula would increasingly reflect attempts to meet the needs of different populations, such as the special needs learners,

the disadvantaged, and minority youth. Much emphasis, it was predicted, will be placed on learning theory, and the most notable changes in curricula will be changes in the manner in which service is delivered [Ruff et al., 1981, p. 51].

Ruff, Waler, Shylo, Orth, and Fraser [1983], in a related study, point out that, because the vocational training many students receive in high school may be their last formal education, there are some non-occupationally specific skills, knowledges, and attitudes that vocational education should be teaching, along with the occupationally-specific skills traditionally taught. These skills fall into the categories of enhancing vocational knowledge and maturity, developing employability skills, enhancing consumer and other self-help skills and enhancing citizenship and leadership.

Many of these skills are currently being taught as an integral part of occupationally-specific training, but the recommendation is that the federal government should consider recognizing such skills as viable, legitimate purposes of vocational education. Such recognition would enhance the image of vocational education, allow for articulation between and among academic, vocational, and general programs, and provide evidence to prospective employers that vocational education is responsive to the needs of a changing work place.

The Unfinished Agenda [1984], a report developed by the National Commission on Secondary Vocational Education in response to the national studies on education, states that these

studies have dealt inadequately with the role of secondary vocational education in addressing the problems of quality in American education [National Commission on Secondary, 1984, p. vii]. The report makes several observations about vocational education, as well as some recommendations for the future of vocational education. In addition to mirroring the observations of a number of other studies regarding diversity in vocational education, the importance of equity and access, the value of cooperative vocational education, the need for articulation with other levels of education and with business, and a concern that increased graduation requirements will squeeze out secondary vocational education, some very explicit observations about the unique benefits of vocational education are made.

The observation that, because secondary school students are a very diverse lot, a wide variety of educational approaches is necessary to address that diversity, is made [National Commission on Secondary, 1984, p. vii]. A system of rigid academic requirements, such as has been recommended by many of the national studies, ignores individual differences and denies the diversity of secondary students. The report further observes that more, referring to more academic requirements, is not necessarily better, and that diversity of programs may be more responsive to the problem [National Commission on Secondary, 1984, p. 1]. The report makes an interesting distinction between vocational education as a distinct body of knowledge and as an educational process. When viewed as an educational process, vocational

education, it states, possesses tremendous potential to respond to diverse learning styles, and this potential has been underutilized [National Commission on Secondary, 1984, p. 4].

As a method of teaching, the Commission concludes, vocational education can serve to make students' total education more cohesive by making academic work meaningful and goal-oriented, and by providing motivation.

The applied orientation of vocational classes, coupled with a tradition of field-based activities, stimulates student motivation and provides concrete ways to learn abstract principles. Most important, students develop competence and confidence in their abilities by applying both knowledge and skills to the task at hand. Students get immediate feedback on how well they are performing. [National Commission on Secondary, 1984, p. 5]

The report further asserts that "presenting subject matter in a form and manner that makes it more meaningful and significant to the learner is an aspect of quality" [National Commission on Secondary, 1984, p. 13].

An observation which is particularly pertinent to this paper addresses achievement test scores. The report asserts that there is more to teaching and learning than high scores, and that achievement tests measure success in one small area of intellectual achievement. Among the many goals which schools and vocational education help students achieve are personal, social, and career goals, as well as intellectual goals. Student

performance assessment should, therefore, measure all of these things [National Commission on Secondary, 1984, p. 17]. In conclusion, the report cites the need for a balance of both academic and vocational experiences for all students as preparation for life in a changing world.

Evans [1982], in "Why Vocational Education Belongs in the Comprehensive High School", sets forth some compelling arguments in favor of vocational education at the secondary level. He points out, for example, that the average high school dropout has less than one unit of vocational education. He also points out that approximately one-third of high school students are not mature enough to benefit from abstract instruction, but that they are ready to learn concrete facts, skills, and perceptions as taught through vocational education. Motivation of high school students, he adds, is often enhanced by showing them the relevance of non-vocational ideals, attitudes, and skills through vocational training. He also points to the benefits for special needs students of secondary vocational education. Students who have no intention of continuing their education are often encouraged to continue by the success they find in secondary vocational education.

Further, Evans [1982] states, the dwindling youth population and the abundance of openings for skilled workers make it imperative to offer vocational training at the secondary level and not to postpone it until the postsecondary years, thus delaying entry into the job market and creating greater expense.

The literature serves to point out some rather interesting observations about secondary vocational education, and leads one to form some conclusions about its value and its efficacy for the youth of Massachusetts, and, indeed, of the entire nation.

There is evidence to suggest that, even as technology changes, vocational-technical high schools which adhere to the dual purpose of the high school will continue to prepare graduates who are able to adapt to the changing demands of the work place. The concrete nature of vocational education appears to offer a viable methodology for meeting the needs of those students who may not be academically inclined, or who lack motivation or the ability to pursue further formal education in the traditional sense.

C. Vocational Education in Massachusetts

Vocational education takes many forms as one moves from state to state. In many states, the major emphasis is on post-secondary vocational education, with technical and community colleges offering thirteenth and fourteenth grade level programs for vocational-technical training. Other states offer a two-plus-two model, with vocational-technical training being offered in grades eleven and twelve and thirteen and fourteen. Yet other states offer secondary programs in skills centers, separate and distinct from the academic offerings. Other states offer occupational training only through the comprehensive high school

setting. Very few states offer as comprehensive a secondary vocational-technical education program as Massachusetts.

If one examines the history of vocational education in Massachusetts, one finds a long tradition of emphasis on secondary level programs. How did this emphasis develop and how has it been sustained over a long period of time? In the wake of the continuing calls for curricular reform stressing more and more academic requirements and a classical education for all, can the strong support for secondary vocational education be sustained? Will Massachusetts educational leaders bend to the pressures of recent national studies which reserve vocational education as a postsecondary pursuit and move vocational education out of the high schools of the Commonwealth?

Massachusetts vocational education policy has been shaped more by local social, political, and economic issues than by federal vocational education legislation, while many other states have tailored their programs to fit federal guidelines. In fact, Massachusetts vocational education law and policies are often quite divergent from federal vocational education law and policy. Since its origins in the early nineteenth century, vocational education in Massachusetts has been shaped by locally felt needs. From the early agricultural schools and the schools instituted in the textile centers of Lowell, New Bedford, and Fall River, vocational education has been established in Massachusetts, independent of any federal initiative.

The year 1955 serves as a watershed in vocational education in Massachusetts, not because of any legislation which was passed, but because it is the year that Walter Markham was appointed the first Associate Commissioner for Vocational Education, a post he would hold for fifteen years, until his retirement in 1970. It is this period which showed the most growth in the secondary vocational education system, with the construction of a number of regional vocational-technical high schools. It was Markham's goal to have a vocational-technical education center available within twenty-five miles of every resident of the Commonwealth. The creation of twenty-two regional vocational-technical high school districts, and the construction of centrally-located facilities in each of those districts made his goal a reality for most of the residents of Massachusetts.

Markham's focus on seeing Massachusetts develop a strong vocational-technical organization for present and future occupational education with a primary focus on the establishment of a statewide network of regional vocational-technical schools [Ostrander, 1974, p. 6] and his insistence on strict adherence to the regulations of Bulletin 326 probably were more responsible than any other single force in shaping vocational education in Massachusetts as we know it today.

Chapter 74, the vocational education legislation which shaped the delivery, operation, approval of programs and instructors, and financing of vocational education in Massachusetts, was passed in 1920, and has changed very little

over the years. Chapter 74, with its stringent guidelines for approval and its strict identification of allowable programs, is much more specific and less flexible than the federal legislation which has governed vocational education at the federal level over the years.

Bulletin 326, which emanated from the Division of Occupational Education in 1940, provided the regulations for Chapter 74, and remained largely unchanged until 1977, when new regulations for Chapter 74 were promulgated by the Division of Occupational Education. Bulletin 326 defined vocational education as "education of which the primary purpose is to fit pupils for profitable employment" [Bulletin 326, 1940, p. 7]. The areas of training which were approved for reimbursement under Chapter 74 were agricultural education, distributive occupations, household arts, and industrial education. That definition and those categories remain in force to the present day, despite revision of the Chapter 74 regulations in 1977.

While the federal vocational education legislation encompasses and encourages occupational education and allows for expansion into new and emerging technologies, Chapter 74 is often viewed as stifling opportunities to expand in new directions. Many studies and reports have indicted the Massachusetts vocational education system as being rigid, of funnelling the majority of funds to a relatively small minority of students, and of creating a dual system, one to deal with state priorities and funds and the other to deal with federal priorities and funds.

It was recommended in *Post Audit: An Oversight Report* [1976] that Bulletin 326 be reviewed and updated. The report indicted Bulletin 326 as outdated, and stated that the Division of Occupational Education had established a dichotomous administration with respect to state and federal financial assistance at the secondary level. The report also found that, under the regulations governing Chapter 74, the funding was weighted heavily toward vocational-technical high schools, with roughly fifty percent of the state funding going to schools which served approximately fifteen percent of the students enrolled in vocational education programs [*Post Audit*, 1976, p. 47]. No methods for monitoring or auditing Chapter 74 programs existed, while an elaborate system for monitoring and evaluating federally funded vocational education projects, where the bulk of the money served occupational education students in comprehensive high school settings, existed.

Massachusetts Schools: Past, Present and Possible [deLone, 1972] condemned vocational education as being exclusive and inaccessible to many.

The Policy on Occupational Education [1976] stated that the focus should be on occupational education, as differentiated from vocational education, and should be experienced by all, at both the secondary and postsecondary level. It further stated that the definitions in Chapter 74 are more rigid than those of the federal law, and do not reflect the federal flexibility to accommodate new and emerging occupations and manpower needs.

The report of the Willis-Harrington Commission [1964], in the wake of the passage of the Vocational Education Acts of 1963, recommended that the State Board for Vocational Education be disbanded. The recommendations found in that report led to the passage of Chapter 572 of the Acts of Vocational Education, which moved the Division of Vocational Education to bureau status under the Division of Curriculum and Instruction. Prior to that time, the Division of Vocational Education had held a rather unique status within the Department of Education, with no direct reporting responsibility to the Commissioner of Education. The revised regulations for Chapter 74, which were issued by the Division of Occupational Education in 1977, along with revisions in the funding formula under Chapter 70, led to changes in the distribution of funds for vocational education, making more programs offered in comprehensive high schools eligible for Chapter 74 funding.

In actuality, however, this researcher finds that the more things change, the more they remain the same. The major emphasis, in Massachusetts, remains at the secondary level and the majority of state funds are expended to support Chapter 74 approved programs. The approval factors for Chapter 74 have changed little since Chapter 74 was first enacted in 1920. There has been some relaxation in the amount of time devoted to "related theory" instruction, allowing more emphasis on standard academic offerings. New technologies and entire new programs have been recognized as approvable under Chapter 74. However,

the strict adherence to the fifty-percent shop time requirement precludes most occupational education programs from Chapter 74 approval, and, thereby, from state vocational education funding.

In the wake of the many, and frequent, calls for expanded academic course requirements, will the fifty-percent time requirement for shop time prove to be the downfall of vocational education at the secondary level in Massachusetts? At first glance, it would appear that the death of secondary vocational education, as we know it in Massachusetts, is imminent. However, upon closer consideration, the educational reform movement may be just what is necessary to finally affect positive and substantive change in the secondary vocational education system in Massachusetts. Like Phoenix rising from the ashes, secondary vocational education may have the opportunity to answer the reform movement in a positive way, emerging stronger than it was even in the golden years of 1950 through 1980.

Some of the provisions of Chapter 731, the newly enacted Vocational Education Reform Act, permit flexibility which has never existed in Chapter 74 programming and provide opportunities to test innovative approaches. If vocational education is viewed as a partner in the total educational process, rather than the "exclusive club" which it has often been perceived to be by some constituencies, or as a dumping ground, which it is viewed by other constituencies, and if vocational education is looked at as a process rather than always as a product, it can provide the much-needed momentum to begin to address the

dropout problem, the unmotivated student, and those who learn in other than the traditional methods employed in most classrooms.

It is highly unlikely that the potential dropout, the unmotivated student, or the student who has had a long and laborious history of learning difficulties is going to be enticed to remain in school, to be motivated, or to succeed in academic pursuits when faced with a larger dose of that which has not worked. Given that, it would appear that investigating an educational process which is grounded in different teaching strategies, such as vocational education, might be a worthwhile pursuit.

D. Policy Formation

Literature regarding policy formation takes several forms. Some examines policy formation in terms of governmental or intergovernmental structures, while other articles examine policy formation in light of individual reactions within a group. Some posit policy formation models, while others examine policy formation as a theoretical framework.

In *Modern Organizations*, Etzioni [1964] states that organizations are social units characterized by the division of labor, power, and communication planned to enhance the realization of goals. This work is included because it serves to point up the fact that organizations are multidimensional and that

interaction takes place on both an informal and a formal plane. Because this study examines ways to work with several organizations and enhance the ways in which they react to each other and to their environment, it contains relevancy to this study.

Etzioni [1964] discusses several different models for organizations. One is scientific management, where workers are motivated by economic rewards and the organization is characterized by a clear division of labor and a distinct hierarchy of authority. The Human Relations systems model emphasizes emotional, unplanned, non-rational elements of organizational behavior, and the importance of leadership, emotion, communication and participation. This characterizes the informal organization. He also discusses the structuralist approach of Weber which describes the convergence of formal and informal organizations to provide a more complete and integrated picture of organizations. Based upon these observations, Etzioni posits his model for organizational analysis, which involves both the formal and informal elements of the organization and their articulation, the scope of the information groups and the relations between such groups inside and outside the organization, involves both lower and higher ranks, offers both social and material rewards, and discusses their effects on each other. He talks about the interaction between the organization and its environment. This model is designed to solve a major problem of modern organizations, as he views them, that of "how to construct groupings that

are as rational as possible, and at the same time produce a minimum of undesirable side effects and a maximum of satisfaction" [Etzioni, 1964, p.2].

Weiss [1972], in *Evaluation Research: Methods of Assessing Program Effectiveness* discusses the purposes of evaluation, and its impact on policy. Because this study deals with policy formation and predictions of acceptability, her comments regarding impediments to adoption of more effective programs were deemed appropriate for this review of the literature surrounding policy formation. She states that, too often, results are not utilized and that they are rarely disseminated widely. Of particular relevance to this study were her comments regarding the sometimes limited use of evaluation results. She states that "Evaluative facts have an impact on collective decisions only to the extent that program effectiveness is perceived as valuable" [Weiss, 1972, p. 4]. She goes on to state that "program effectiveness . . . competes for influence on decisions with considerations of acceptability, feasibility, and ideology" [Weiss, 1972, p. 4]. She notes that a particular ideology may preclude an organization's adoption of more effective programs, especially if such adoption would violate deeply held values of the organization.

Weiss discusses locating those sources of strong support and/or obstruction as necessary in securing effective utilization of evaluation results [Weiss, 1972, p. 109]. She believes that the power of evaluation as a "guide for the rationality of social policy" [Weiss, 1972, p. viii] has yet to be realized and states that

evaluation can serve a most practical purpose if it is grounded in a theoretical perspective and the evaluator probes deeply the theoretical premises of a program [Weiss, 1972, p. 84].

Several of the researchers in the field of policy formation research discuss the complexity involved in identifying the problem which needs to be resolved. Because the process involved in policy formation is so lengthy and so complex, much futile effort would be expended in solving the wrong problem. The lack of a systematic theory to guide policy design is also cited by several researchers.

Kraemer [1973], in *Policy Analysis in Local Government*, makes some very interesting observations which are quite relevant to the study being undertaken. He begins by making it very clear that, in order for policy analysis to be effective, the policy makers must be involved in identifying problems, establishing criteria for choosing among alternatives, and interpreting results. Absent that involvement, Kraemer states, it is highly likely that the wrong problems will be solved, appropriate alternatives ignored, or wrong conclusions reached [Kraemer, 1973, Preface].

He defines policy analysis as "an approach to helping decision makers choose a course of action and carry out that course. It (policy analysis) does this by investigating decision problems, searching out objectives and alternatives in the light of the consequences--using a constructed framework (a model) to

bring the decision makers' judgment and intuition to bear on the problems" [Kraemer, 1973, p. 21].

Kraemer identifies four essential characteristics of policy analysis as a comprehensive or systems approach, the presence of scientific tradition and method, the use of mixed teams, and an action orientation [Kraemer, 1973, p. 24]. He also identifies common pitfalls of policy analysis as preconceived notions, parochialism, and neglect of subjective elements [Kraemer, 1973, pp. 152-153].

He cautions that "it is more important to choose the right objective than it is to make the right choice among alternatives" [Kraemer, 1973, p. 33], and points out that selection of the wrong alternative simply means that perhaps a better alternative exists, but choice of the wrong objective results in solving the wrong problem [Kraemer, 1973, p. 33].

Kraemer adds that "the greatest potential benefit of policy analysis lies in just those areas where the problems are most complex, the costs and risks highest, the uncertainties greatest, and the results most likely to be seen over an extended time period" [Kraemer, 1973, p. 27]. It would appear that policy analysis, in Kraemer's view, is not to be attempted for solutions to simple problems or when a quick-fix solution is all that is sought. Effective policy analysis requires a commitment, a willingness to seek long-term solutions to a problem whose magnitude is worthy of the effort, and a recognition "that solutions are often found in a set of compromises which seek to balance and to reconcile

conflicting objectives and questions of value" [Kraemer, 1973, p. 33].

Ingraham [1987], in "Toward More Systematic Consideration of Policy Design", notes a growing awareness of policy design and a shift away from an earlier emphasis on implementation and evaluation [Ingraham, 1987, p. 611]. Ingraham defines policy design as "a process in which causal links between problem and solution are systematically explored" [Ingraham, 1987, p. 625]. Of policy design, she states that "What is missing is a serious effort to determine the exact nature of the problem and its causes, the potential range of solutions, and the most appropriate strategy for achieving desired outcomes" [Ingraham, 1987, p. 613]. She laments that there is no theory to guide policy design and states that there is a failure to examine the problem-solving nature of public policy design [Ingraham, 1987, p. 613]. She believes that people are often hesitant to address public problems because of their complexity, stating that "public problems are multidimensional, evolutionary, and interrelated" [Ingraham, 1987, p. 615].

Ingraham goes on to discuss variables which influence the locus and level of design. These variables are identified as problem structure or complexity, goal consensus and the level of conflict, placement on the policy agenda or level of commitment to a solution, the availability of policy alternatives and instruments and the potential consequences, the diversity of the stakeholders, the locus of required expertise and the amount of consensus or conflict among experts, the resources available for policy study

and the level of demand for these resources, and, finally, the implementation responsibility and the determination of performance criteria [Ingraham, 1987, pp. 617-621].

Laswell [1951], in "The Policy Orientation" offers a description of the policy sciences. He refers to the policy sciences as "the discipline concerned with explaining the policy-making and policy-executing process, and with locating data and providing interpretations which are relevant to the policy problems of a given period" [p. 14]. He goes on to discuss the policy frame of reference, and states that it "makes it necessary to take into account the entire context of significant events (past, present, and prospective) . . . " [Laswell, 1951, p. 14].

White [1983], in "Policy Analysis Models", discusses two approaches to methods in policy analysis. One he terms the rational decision paradigm. This approach is characterized by specified goals, suggested alternatives, criteria for choices selected and applied, and culminates in a decision. The second approach results in problem formulation as the end of the analysis [White, 1983, p. 44]. White views policy analysis as a form of persuasion.

Blair and Maser [1978], in "A Reassessment of Axiomatic Models in Policy Studies" discuss the values of a formal model, especially in the development of new models. They state that the use of a formal model facilitates researchers from different disciplines to use the results to make major advances in theory. They further state that "policy research demands consideration of

multiple goals, some of which cannot be measured" [Blair & Maser, 1978, p. 6].

Perhaps in response to the absence, noted by Ingraham [1987], of a systematic theory to guide policy design, several researchers posit models to structure that activity, and help researchers to develop a better understanding of the process.

Thomas Dye [1976], in *Policy Analysis*, defines policy analysis as "finding out what governments do, why they do it, and what difference it makes" [Dye, 1976, p. 1]. Stated another way, it is "the description and explanation of the causes and consequences of government activity" [Dye, 1976, p. 1]. He distinguishes between two types of studies. Policy determination research studies the causes of public policy. In this type of research, policies become the dependent variables and independent variables, such as social, economic, technological, or political forces, are deemed to be the determinants of public policy [Dye, 1976, p. 5].

Policy impact research, on the other hand, studies the consequences of public policy. In such studies, the policies, themselves, become the independent variables, and the dependent variables are the social, economic, or political conditions which are believed to be affected by public policy [Dye, 1976, p. 6]. He states that researchers must develop a better understanding of how these factors shape public policy, and how public policies impact the social, economic, or political climate. He proposes constructing a causal model which portrays and displays the developmental and

sequential ideas about how socioeconomic and political forces and public policies interact. Such a model provides assistance in identifying inaccurate or inappropriate relationships and allows for the testing of both direct and indirect causal paths in the determination of a dependent variable [Dye, 1976, p. 79].

Anderson [1975], in *Public Policy-Making*, defines public policy and its components, and discusses several different approaches to policy analysis. He defines public policy as "a purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern" [Anderson, 1975, p. 3]. "Policy formulation involves the development of pertinent and acceptable proposed courses of action for dealing with public problems" [Anderson, 1975, pp. 66-67]. He differentiates policy outputs from policy outcomes, stating that policy outputs are those "things actually done in pursuance of policy decisions" [Anderson, 1975, p. 5], whereas policy outcomes are "consequences for society, intended or unintended, that flow from government action or inaction" [Anderson, 1975, p. 6]. He says of policy analysis that it is "concerned with the examination and description of the causes and consequences of public policy" [Anderson, 1975, p. 8].

He then proceeds to discuss several approaches to policy analysis. Among them is the political systems theory, which is concerned with the demands made by individuals and groups for action, the conditions and events external to the political system, the level of support or acceptance of decisions and actions of the

political system, and the limitations of how decisions are made within the political system. Anderson states that this theory is useful in organizing inquiry into policy formation, and alerts us to aspects of the political process [Anderson, 1975, pp. 18-19].

Group theory, another approach to policy analysis, views public policy as the result of group struggle. Anderson sees as drawbacks to this theory that it magnifies the importance of groups and understates the role of public officials as independent and creative players in the development of public policy. He views this theory as too simplified [Anderson, 1975, pp. 19-21].

The elite theory posits that public policy is determined by the values and preferences of a governing elite. While such a theory might be appropriate for developing or Communist countries, states Anderson, it is hardly appropriate in pluralistic societies [Anderson, 1975, pp. 21-22].

The functional process theory, attributed to Lasswell, with its seven categories of functional analysis, which include intelligence, recommendation, prescription, invocation, application, appraisal, and fermentation, lends itself readily, says Anderson, to comparative analysis of policy formation. He cautions, however, that emphasis on functional categories may lead to neglect of the politics of policy formation and the effect of environmental variables [Anderson, 1975, pp. 22-23].

Institutionalism, states Anderson, emphasizes formal aspects of institutions. While it should not be ignored as an approach, it

should not be done without concern for the dynamic aspects of politics, he cautions [Anderson, 1975, pp. 23-25].

In summarizing his discussion of the various approaches to policy analysis, Anderson comments that "explanation of political behavior, rather than the validation of a given theoretical approach, should be the main purpose of political inquiry and analysis" [Anderson, 1975, p. 25].

Anderson then proceeds to posit his view of the policy process as a sequential pattern of steps, which he identifies as problem formation, formulation, adoption, implementation, and evaluation. He then adds that the nature of the problem helps determine the nature of the policy process to be employed [Anderson, 1975, p. 55].

Quade [1982], in *Analysis for Public Decisions*, defines policy analysis as "a form of applied research carried out to acquire a deeper understanding of sociotechnical issues and to bring about better solutions" [Quade, 1982, p. 5]. He sees the purpose of policy analysis as "to help (or sometimes influence) a decision-maker to make a better decision in a particular problem situation" [Quade, 1982, p. 13]. He, like Kraemer, points out that analytical resources are always limited, so a decision must be made as to whether or not there is sufficient significance to the problem to warrant the effort to be put forth through analysis. He states that policy analysis is broader than some other areas, such as operations research, systems analysis, cost-benefit analysis, and cost effectiveness analysis because it takes into consideration

political and organizational difficulties associated with public decisions and their implementation [Quade, 1982, p. 5]. Analysis implies a broad set of skills and abilities, such as intuition and judgment, and encompasses both the examination of policy by breaking it down into its component parts and designing and synthesizing new alternatives [Quade, 1982, p. 5]. He points out that policy analysis must pay attention to aspects of problems, such as winning the cooperation and assistance of the people involved, at all levels, from superiors to lower echelon, by the target group, and by those with collateral interests, that the solution can be implemented without being corrupted, and how policy will be constrained by those affected by its implementation [Quade, 1982, pp. 10-11].

He continues by discussing choice analysis, the steps of which include choosing an objective, identifying alternatives, developing a model, determining the impact or consequences, and establishing criterion for ranking alternatives, based on what has been discovered about possible impacts. He stresses the importance of properly defining the problem to ensure that the problem being addressed is the correct problem, and not just a symptom of a larger problem [Quade, 1982, p. 69].

Quade states that "Policy analysis is a political resource. It is a weapon of persuasion even when the tone is neutral. If it can influence decisions, it has power" [Quade, 1982, p. 84]. In that vein, he identifies three stages of acceptance associated with policy analysis. The three stages are discovery, which is finding

the best and most satisfactory of the possible alternatives; acceptance, which includes having the findings accepted and incorporated into a policy; and implementation, which is ensuring "that the policy . . . which is adopted is implemented without being changed so much that it is no longer satisfactory" [Quade, 1982, p. 293].

Like Quade, Grumm, Lane, Coombs, and Baehr and Wittrock all discuss the political nature of policy-making, and the need to be cognizant of the impacts or potential impacts of policy decisions.

Grumm [1975], in "The Analysis of Policy Impact", defines policy as "a decision reached by the political process to take some action or compel some action" [Grumm, 1975, p. 441]. He discusses a policy impact (environment) analysis from two perspectives; how the policy impacts on the environment and how a policy and other factors impact on the environment [Grumm, 1975, p. 450]. He states the virtues of a policy impact analysis, saying that the method is consistent with the use of widely accepted and proven methodological techniques, that it forces the researcher to consider all factors, thus placing the role of policy in a context where its relative importance, when weighed against the impacts, can be evaluated, and that it forces consideration of all possible policies that might have an effect on a variable [Grumm, 1975, p. 453].

In "Integration of Political Sciences and the Other Social Science through Policy Analysis", Lane [1972] defines policy

analysis as the answer to the question "What happens when we intervene in the social system this way rather than that" [Lane, 1972, p. 71]. He adds that the process rests on the assumption that something can be done and that the situation is manipulative [Lane, 1972, p. 83].

Lane's observation that policy analysis assumes that change can be affected through intervention in some way restates the concept of identifying the right problem. The failure of many federal initiatives to affect change in the manner envisioned by the framers of the policies reflects Lane's comments about intervention in certain ways.

Coombs [1983], in "Education Policy", identifies the various categories of education issues which become the subject of educational policy. These he identifies as financial, curricular, access, personnel, school organization, and governance [Coombs, 1983, p. 595]. In discussing education policy at the federal level, he states that federal education policies are usually attempts to accomplish noneducational goals through educational means [Coombs, 1983, p. 606]. He indicates, also, that the most influential programs in education are initiated by noneducation congressional committees and agencies in the executive branch of government, rather than from those directly associated with education [Coombs, 1983, p. 606].

It is interesting to note that, while numerous researchers discuss public policy, Coombs was one of the few who discusses education policy in the manner viewed here. Most discussions of

education policy review particular education policies and their success or failure, or the effectiveness or lack of it of various education pressure groups. Few acknowledge that most education initiatives are motivated by some concern other than a pure desire to improve education, and that education pressure groups, such as the National Education Association or the American Vocational Association, usually perform in reaction to policy proposals rather than in their initiation.

Baehr and Wittrock [1981], in *Policy Analysis and Policy Innovation*, deal with planning and policy agencies in the Netherlands, Sweden, and Great Britain. They point out the difficulties in combining research and real world practical problems, as well as the political nature of policy-making, particularly as it relates to developing policies for future planning.

Consistent throughout the research surrounding policy formation are its complexity and its multidimensional qualities. Also common to the research in this field is the observation that policy formation cuts across disciplines and involves multiple choices.

In *Policy and Program Planning: A Developmental Perspective*, Mayer [1985] states that "Planning and politics are inextricably related. Every public decision involves choices among important values which can only be made through a political process" [Mayer, 1985, p. 2].

Mayer reviews various methods of planning, and concludes that developmental planning is the most useful model for an

integrated theory of planning. This model, he states, can incorporate an ethical model of choice, the economic model of choice, and incrementalism [Mayer, 1985, pp. 28-61]. He outlines nine steps to be employed in a rational planning process. Those steps include (1) determination of goals, (2) needs assessment, (3) specification of objectives, (4) design of alternative actions, (5) estimation of consequences of alternative actions, (6) selection of course of action, (7) implementation, (8) evaluation, and (9) feedback [Mayer, 1985, pp. 104-105].

Smith, Christensen, Berg, and Salter [1972], in *Policy Formulation and Administration*, state that policy formulation as a process requires the blending of intellectual and administrative abilities, and that one skill alone is not sufficient. They state that it is necessary to possess "the ability to select and relate disparate bits of information so that an inclusive statement of key problems can be made" [Smith et al., 1972, p. 1]. Simply identifying problems or analyzing data alone do not constitute the process of policy formulation. What is required, they add, is "the ability to articulate problems in such a way that suggests actionable alternatives which can be submitted to careful evaluation" [Smith et al., 1972, p. 1]. It is suggested that policy formulation comes into play with such critical issues as "identifying problems that affect the long-term position of the firm" [Smith et al., 1972, p. 1]. Smith et al., through their observations, really summarize all of the research this researcher surveyed for this section of the literature review.

While the literature relating to policy formation discusses several different theories and approaches to policy formation, there are some significant patterns which emerge. Policy formation is not to be used to solve every problem, as it is time-consuming, complex, and often costly. Therefore, one should ensure that the problem is of sufficient significance and magnitude to warrant the effort to be expended. Policy formation nearly always results in compromises, and must take into consideration the potential for acceptance by various groups, both internal and external to the organization. Feedback and evaluation are critical elements in policy formation as it is cyclical in nature. Although there is no high degree of agreement on what a model should include, almost all of the authors reviewed favored the use of a model to facilitate the policy formation process, and to provide for ease of replication.

E. Theoretical Framework

The theoretical framework underlying this policy study is derived from Wergin's [1976] Open Systems Model. This model, which is described below, will be employed to analyze the theoretical policy for the restructuring of the delivery of vocational education in the North Shore area of Massachusetts.

Wergin [1976], in "The Evaluation of Organizational Policy Making: A Political Model", discusses policy making as a political process. He states that "policy is formulated as a result of political

pressures representing vested interests both within the organization and in its extraorganizational environment" [Wergin, 1976, p. 94]. He further states that organizational policies are usually not able to satisfy all participants and must, therefore, develop strategies for dealing with value conflicts [Wergin, 1976, pp. 95-96]. He outlines his Open Systems Model [Wergin, 1976, p. 97], which talks of the stages which must be gone through. First, political forces must be identified. Those factors must be consolidated into an acceptable policy, which must be implemented according to a plan. The information regarding the impact of the policy must be made available for use in future policy choices. He views his model and the process of organizational policy making and its evaluation as cyclical in nature. He also discusses the acceptance of new policies, stating that "A case must be built for the policy by indicating how its implementation is to result in impacts that will be viewed by the community as better than the status quo" [Wergin, 1976, p. 100].

Wergin's stated purpose is to address issues often left untouched in other, frequently used, evaluation models. He points out weaknesses in the three current approaches to evaluation, which he classifies as extrapolicy approaches, suprapolicy approaches, and intrapolicy approaches [Wergin, 1976, p. 78]. He states that the "principal function of evaluation should be predictive . . ." [Wergin, 1976, p. 77], and points out that most current evaluation models begin their examinations after a policy decision has been made. Wergin contends that it would be

considerably more useful to involve the evaluator before a policy has been committed to. The evaluator would then have the opportunity to provide information regarding "probable future consequences" [Wergin, 1976, p. 77] of a proposed policy.

In order to illustrate and permit the replication of the type of evaluation which Wergin suggests, he has developed the Open Systems Model. He begins by setting forth a major proposition and five corollary propositions, which he states have a cumulative order, with each corollary proposition serving as a prerequisite for the next. His major proposition is as follows: "Policy is formulated as a result of political pressures representing vested interests both within the organization and in its extraorganizational environment. Policies should, therefore, be evaluated by the extent to which they are submitted to open political choice" [Wergin, 1976, p. 94].

He posits the following corollary propositions as the basis for analyzing policies:

1. Policy choices occur only when personal values are in conflict.
2. Questions of worth may be decided only by means of political decisions. Successful policies are, therefore, those which are built upon a broad base of political support.
3. Organizational policies are usually not able to satisfy all participants and must, therefore,

develop strategies for dealing with value conflicts.

4. An organization must seek to maintain its autonomy: dominance by either extra- or intra-organizational factions invite entropy.
5. The effectiveness of organizational policy decisions depends upon the type and amount of information available concerning the political environment and impacts of prior policies.
[Wergin, 1976, pp. 94-96]

From his major proposition and corollary propositions, Wergin integrates and conceptualizes them into an open systems model. Utilizing Katz and Kahn's [1966] discussion of open systems, he identifies the steps which must occur for political decisions to be open. If, he states, as implied in Katz and Kahn's discussion, "the major task of the organization is one of establishing effective environmental transactions so as to maintain its autonomy and avoid entropy" [Wergin, 1976, p. 97], these steps, outlined below, must occur.

1. The political forces impinging on a policy decision must be identified.
2. These factors must be consolidated into an acceptable policy.
3. The policy must be implemented according to plan.
4. Information concerning the impact of the policy must be made available to the political arena for use in future policy choices. [Wergin, 1976, p. 97]

Wergin labels the four above-cited phases as input, transformation, implementation, impact, and information storage and feedback. The diagram, shown in Figure 1 represents the policy formulation process described above.

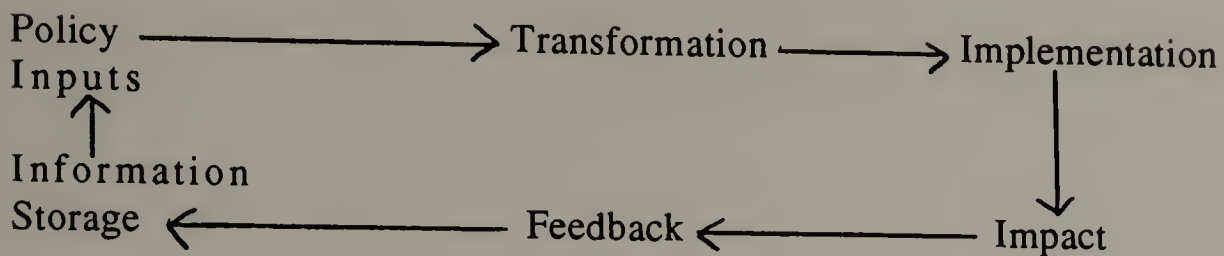


Figure 1 An Open-Systems Model of Organizational Policy Making

Note: From "The Evaluation of Organizational Policy Making: A Political Model" by J. Wergin, 1976, *Review of Evaluation Research*, 46.

Inputs are identified as "organizational resources with which the organization may bargain" and "political 'pressure points' upon the organization" [Wergin, 1976, p. 99]. Transformation is defined as how the political forces identified through the evaluation of policy input are consolidated into a single course of action [Wergin, 1976, pp. 102-103]. He indicates that "evaluations of *specific* policies would, therefore, end with the transformation phase of the model because the evaluator's job would be

completed in having predicted the likelihood of a particular policy's success before its implementation" [Wergin, 1976, p. 105].

Although it is at this point in the process that this researcher shall conclude her investigation, it is important to understand Wergin's model as it pertains to the whole policy-making process, which includes two other major components. Implementation and impact are, states Wergin, "the stage of the policy-making process where traditional evaluation methodologies . . . have generally operated" [Wergin, 1976, p. 105]. He defines implementation as the "enactment and enforcement of the political compromise reached in the transformation stage" [Wergin, 1976, p. 105]. He characterizes impact as the "effect of the policy implementation upon the political environment for which it was meant" [Wergin, 1976, p.105]. Information storage and feedback represent the last major component of Wergin's model and are defined as the "chief mechanisms that allow organizations to 'learn' " [Wergin, 1976, p. 106]. These allow an historical reference which may be applied to the development of new policies and refer to "how well an organization 'knows itself' " [Wergin, 1976, p. 108].

Wergin concludes by stating that the model for the evaluation of policy in organizations which he espouses attempts to provide a structure to address a major element of the policy-making process, its "predictive utility" [Wergin, 1976, p. 109], which, he says, has been largely missing from most of the currently employed evaluation processes.

Employing the above-cited main proposition and corollary propositions set forth by Wergin [1976], this researcher will identify the political forces, through analysis of the data collected, which are extant. In identifying those political forces and analyzing the theoretical policy set forth in Chapter 1, it will also be necessary to consider the following organizational constraints, which were identified in a strategic planning exercise conducted by the researcher and described in Chapter 3.

Organizational Constraints

Administration

Who will be in charge?

How can programs in different locations be unified?

How can local control be maintained?

Teachers

To whom do I report?

Who pays my salary?

Will the salary match what I now make?

Will I have a job?

Will I lose my longevity (tenure, status)?

General Public & Local Politicians

Who is in control?

Will it cost more money?

Will all the students from my town have equal access?

Students

What school issues my diploma?

Where do I play sports?

How do I maintain friendships?

How will I get there?

Why decides?

Will there be room for me in the program I want?

Where do I belong?

CHAPTER 3

METHODOLOGY/DESIGN OF THE STUDY

A. Introduction

This study consists of the analysis of a theoretical policy for the delivery of vocational education services in the North Shore area of Massachusetts. The theoretical policy was developed for the North Shore Regional Vocational School District in response to the researcher's identified need to enhance cooperation and collaboration among institutions offering vocational education in the North Shore region of Massachusetts. Throughout the history of the North Shore Regional Vocational School District, the lack of cooperation among the District and the three city schools which offer vocational education programs has been an impediment to growth and progress. Numerous individuals, groups, and agencies, including the District Committee itself, superintendents from throughout the region, political and financial officials in the member communities, and the Associate Commissioner of Occupational Education for the Commonwealth, had expressed their dissatisfaction with the structure of the vocational education delivery system in place in the region. Further, these same individuals had frequently voiced despair that a solution could be

realized (See Chapter 4 for a complete history and description of the District).

Several conditions, namely, declining enrollments in the general secondary school population, decreased election of vocational education as a high school option, and severe fiscal constraints led this researcher to believe that an opportunity existed whereby a possible solution could be developed. It was that possible solution which became the theoretical policy statement (See Chapter 1, Section I).

The theoretical policy was analyzed, using Wergin's [1976] Open Systems Model, which is a policy analysis model designed to be employed to analyze and predict the political acceptability and efficacy of existing policies. By employing Wergin's [1976] model to a theoretical policy, this researcher chose to utilize the model in a slightly different way.

In order to conduct this study, it was necessary to review the history and design of vocational education in Massachusetts in order to understand the framework from which the original planners of the District operated, and in order to posit a theoretical policy which operates generally within the framework, and the legal requirements, of vocational education in Massachusetts. It was also necessary to review some of the literature relating to educational reform, and to examine how secondary vocational education fits into the framework of the reform movement.

The methodology employed in this study consists of collecting and analyzing a variety of data utilizing Wergin's [1976]

policy formulation model and the multiple factors he identifies (See Chapter 2, Section E). An historical analysis of the targeted area in general and the selected school in particular was conducted to identify the political forces which exist and which impact on the situation. Further, analyses of reports, articles, and legislative actions cited in the review of the literature and Chapter 4 were conducted in light of Wergin's [1976] model of policy formulation. An analysis of the predicted policy impact generating from the theoretical policy statement was also conducted within the framework of Wergin's policy formulation model.

Within these analyses, it was necessary to identify organizational constraints and problem elements, as well as positive elements, which could potentially have an impact on the formulation of policy. Identification of these issues was accomplished through a strategic planning exercise which the researcher led in the school district during the fall of 1987. The issues were arrived at through brainstorming activities involving a twelve-member group consisting of two administrators, four teachers, three parents, two students, and one member of the general public. The identified elements were verified by the Vocational Education Task Force in May of 1988. It was deemed critical by the researcher to identify these issues in order to develop strategies for dealing with the potential value conflicts which must be resolved in order to develop an acceptable policy for the delivery of vocational education on the North Shore.

B. Sources of Data

Data on which to base this study were collected through a variety of means. Data were gathered through an historical description of vocational education in Massachusetts, as well as an historical description of the District, analyses of various reports, such as an Executive Office of Community Development commissioned study of vocational-technical education on the North Shore, Chapter 74 evaluations, Lindow's *A Planning Document for Expanded Occupational Education Within Selected North Shore Communities* [1971], and the original needs assessment and educational specifications for North Shore Regional Vocational School District; articles about the formation of the District and its early operation printed in local newspapers; and legislative actions cited in the review of the literature. Data were also collected from a series of meetings (Appendix A), from a strategic planning exercise conducted by the researcher, and the researcher's personal experiences with the District. Each of these sources is described further below.

1. Meetings

A significant body of data for this study were gathered by the researcher as participant in, and chronicler of, a series of planned meetings (See Appendix A) with various constituencies

within each of the organizations (member school districts) and through a series of meetings with committed leaders from each of the affected organizations. Although these meetings serve as rich fodder for the researcher, most of them were held for other express purposes, and not for the sole convenience of the data collection efforts of the researcher.

Participants in the above-cited meetings included, at one time or another, superintendents of each school district within the region, school committee members from each school district within the region, as well as the North Shore Regional Vocational School District Committee. Three superintendents, one representing a city school, one a regional comprehensive high school, and one a town high school, served as permanent members of the Vocational Education Task Force, and reported back to the entire group of superintendents at specified times. At other times, elected city and town officials, such as selectmen and women, aldermen and women, city councilors, mayors, and finance committee members, as well as parents and members of the general public were participants. Vocational directors from the three city schools, occupational education directors from the town schools, vocational and industrial arts teachers from the District school, the member school districts, and other vocational schools throughout the Commonwealth who served as independent evaluators and informal consultants participated in meetings of the Vocational Education Task Force. Guidance directors and counselors and special education teachers and directors

participated in other series of meetings. At least one representative from the Division of Occupational Education of the Massachusetts Department of Education was present for most of the meetings involving vocational and occupational education personnel. On at least four occasions, including October 6, 1988, October 20, 1988, November 16, 1988, and December 8, 1988, the Director of the Regional Education Center of the Department of Education was a participant, particularly at meetings involving the majority of superintendents in the region. Students participated in some of the meetings as student representatives to their respective school committees, as student representatives to program advisory committee meetings, and when issues such as merging or relocating the vocational programs in which they were enrolled were under discussion. Minutes of these meetings, as well as the researcher's personal reflections as a participant, and, often as the featured speaker, and only occasionally as a moving target, served as the sources of data collected from these meetings.

2. Documents

Documents concerning the North Shore Regional Vocational School District from the early days of the Planning Committee through to the present include minutes of Planning Committee meetings, the *Agreement with Respect to the Establishment of a Vocational Regional School District plus Chapter 545 of the Acts of*

1972, and newspaper accounts concerning the District formation and subsequent operation. Prior studies of the District and its operation, communications to the District and to the researcher from member officials, school committee policies, and collective bargaining agreements were also examined. Statistical information on enrollment in programs in the District school, and census data on school-aged children were also included in the data collection.

Also reviewed were collective bargaining agreements from member communities, especially those offering vocational education, school committee policies relative to vocational education in the three city school districts, of which there were surprisingly few, and student handbooks and course selection materials from member school districts.

Lastly, documents drafted in connection with the formation of the North Shore Vocational Education Partnership, as well as minutes of the task force whose task it was to develop the Partnership, and minutes of the Joint Vocational Education Steering Committee, which leads the Partnership, were reviewed for relevant data.

3. Strategic Planning Exercise

Shortly after being appointed Superintendent-Director of the North Shore Regional Vocational School District, this researcher, having noted the absence of any long-range planning by the

District, initiated a strategic planning exercise in preparation for developing a five-year plan for the District. A twelve-member group was selected for the exercise. The group membership was comprised of two administrators, four teachers, three parents, two students, and one member of the general public. The problem and positive elements which are analyzed in Chapter 5 were arrived at by using a nominal group technique with the strategic planning team.

4. Personal Knowledge and Observations

The personal knowledge of the researcher, gleaned from over eight years with the North Shore Regional Vocational School District, four as its principal and four as its Superintendent-Director, also served as a significant data base for this study. During those years, this researcher has been intimately involved in all aspects of the District operation, has been a participant at every school committee meeting held during that time, and has been the official spokesperson for the District with member communities, school districts, the press, and the public for approximately seven of the last nine years. During that period, the researcher has been privy to many discussions, formal and informal, about the condition of the District, and has had access to all documents within the District. As a keen observer of human nature, the researcher's intimate connection with the District, its students, its staff, its administration, and its governing body, has

provided invaluable data for inclusion in this study. Numerous contacts with representatives of member school districts, member city and town government officials, and the general public have provided this researcher with much insight into what those outside of the organization think of North Shore Regional Vocational School District. In addition, the researcher has been a member, since its inception, of the Vocational Education Task Force, and, upon adoption of the North Shore Vocational Education Partnership Agreement, was unanimously voted its first chairperson, a position which she continues to occupy.

C. Analysis of Data Using Wergin's Model

The data collected were analyzed qualitatively, using inductive analysis [Patton, 1987], by the researcher, employing Wergin's [1976] model of policy formulation. From that analysis emerged a policy most likely to be acceptable to the organizations involved, as well as a body of knowledge on which to base future policy decisions. This policy was tested with the participants to determine its level of acceptability.

Wergin's [1976] Open Systems Model was employed to analyze the theoretical policy for the restructuring of the delivery of vocational education in the North Shore area of Massachusetts. The analysis was conducted by examining each of the organizational constraints and the positive and problem elements identified through the strategic planning exercise in light of

Wergin's [1976] main proposition and corollary propositions. The theoretical policy statement set forth by the researcher in Chapter 1 was then analyzed, using findings gathered from the analyses of the organizational constraints and the positive and problem elements. The four steps outlined in the Open Systems Model (Chapter 2, Section E) which, it is stated, must occur for political decisions to be open, were applied to the theoretical policy statement. Wergin states that "Policy is formulated as a result of political pressures representing vested interests both within the organization and in its extraorganizational environment. Policies should, therefore, be evaluated by the extent to which they are submitted to open political choice" [Wergin, 1976, p. 94]. Wergin's [1976] model is a theoretical model, the major strengths of which, for the purposes of this study, are its political orientation and its emphasis on the value of utilizing a model to predict the political acceptance and efficacy of a policy. The researcher's considerable knowledge of the political realities of the District were brought to bear, as well, in conducting this analysis. As a result of analyzing the theoretical policy using Wergin's [1976] model, a revised policy statement was developed, and its predictability of acceptance and efficacy were assessed.

D. Role of the Researcher

The role of the researcher in conducting this study has been that of a participant-observer. The setting of North Shore

Regional Vocational School District and its member school districts and communities on the North Shore of Massachusetts was selected for two very important reasons. One reason was access to all of the data necessary to conduct the study. The District School Committee has granted this researcher its unqualified permission to use the site for the purposes of research, and has wholeheartedly supported and encouraged the endeavors of the researcher. It is the belief of the School Committee that this researcher will be more effective in her role as the Superintendent-Director of the District if she has an in-depth knowledge of the District and its strengths and weaknesses.

The second reason for selecting North Shore Regional Vocational School District is the researcher's deep commitment to the District, and her firm belief that solutions to its problems do exist, and can be implemented. It is, therefore, the hope of the researcher that the results of this study will be of benefit to the District and its place in the delivery of vocational education services in the North Shore area of Massachusetts.

Given the foregoing statements, it is apparent that the researcher possesses some biases. Certainly, one of the benefits of working within the theoretical framework of Wergin's [1976] Open Systems Model has served to help the researcher gain and maintain some objectivity throughout this study. It is too much to hope, however, that total objectivity was achieved in all aspects of the study due to the researcher's deep personal involvement in the District which is the subject of this research.

It is recognized that objectivity is difficult to achieve and maintain, in that many of the participants have vested interests. Preliminary meetings have been held to air these concerns and to try to develop a sense of commitment to a greater good. Careful identification of, and attention to, political constraints, is essential to the success of this project, which is, at first glance, fraught with danger at every turn. It is the role of the researcher/facilitator to assist the participants in identifying the opportunities which exist, and discover the extent to which, if any, those opportunities outweigh the dangers inherent in the process.

The researcher considers herself fortunate to have encountered few problems relative to her role throughout the course of her investigation. She credits the support of the District School Committee and the open dialogue which has been created in the region for her good fortune in this regard.

The members of the Vocational Education Task Force, which later became the Joint Vocational Education Steering Committee, very early in the process, expressed distrust of the researcher's motives. Assurances by the Division of Occupational Education's representative, Dina Hamilton, that the researcher and her District had at least as much to lose as any other member of the Task Force helped to dispel this distrust. The researcher's demonstrated openness and willingness to bargain in good faith aided in building the trust necessary to effectively facilitate this project.

The results and conclusions of this study do reflect the researcher's bias, despite her earnest attempts at objectivity.

Anyone attempting to employ the results of this study is urged to proceed with the full knowledge that this is not an unbiased study, and that it is possible that the researcher's bias had an impact on the outcome. It is believed, however, that notwithstanding that possible bias, there is some value which may be gained by employing the methods utilized by this researcher to problems of a similar nature.

CHAPTER 4

HISTORICAL DESCRIPTION OF THE DISTRICT

A. Introduction

As was stated in Chapter 1, North Shore Regional Vocational School District has had a rather unique, and very interesting, history. This chapter provides an in-depth look at the District through a survey of the documents which created the District and which govern its operation. It also provides, through an examination of media coverage of the District, a view of the impression which the general public formed of the District and its operation. Lastly, a detailed historical description, based largely on the researcher's personal knowledge of the District, is presented. Although much of the historical description comes from the researcher's experience, that experience is supported, as well, by thorough documentation in the form of written material available to the researcher and described herein.

B. North Shore Regional Vocational School District

This section consists of a review of the historical and current literature concerning the formation of the North Shore Regional Vocational School District. The literature surrounding the

formation and operation of North Shore Regional Vocational School District consists of minutes of the Planning Committee, minutes of the North Shore Regional Vocational School District Committee, minutes of the Vocational Education Task Force and its successor Steering Committee, the *Agreement with Respect to the Establishment of a Vocational Regional School District plus Chapter 545 of the Acts of 1972*, other pertinent legislation, contracts between school districts and teachers' associations, newspaper articles, student handbooks and course description brochures, and studies which have been done surrounding the District.

The Agreement with Respect to the Establishment of a Vocational Regional School District plus Chapter 545 of the Acts of 1972 sets forth the structure and organization of the District, its governing body, the school committee, the duties and rights of the District, its obligations to member communities, and its authority to operate schools for the purpose of providing vocational education.

Among the key points of the District Agreement which have posed problems over the years is the manner in which Committee members are appointed, and the apportionment of votes. The District Agreement specifies that

each Member of the Committee appointed or elected by a municipality shall in any Committee vote or election be entitled to cast one vote, and one additional vote for each fifty students (or major portion thereof) who are residents of the Member's municipality and who are enrolled as full time students in grades 9 through 12 in any school operated

by the District as of October 1 of the preceding year.
[*District Agreement*, 1972, p. 3]

The Agreement goes on to state that "the mayor or moderator thereof, with the consent of the school committee of said city or town, shall appoint one resident of said municipality to be the member of the Regional District School Committee as the official representative of said municipality . . . " [*District Agreement*, 1972, p. 1].

Chapter 545 of the Acts of 1972 prescribes who may provide vocational education within the District, as follows:

When this district has been organized and its school or schools are available for use, no city or town belonging to the district and no other regional school district of which such city or town is a member shall offer vocational education; except, however that such city, town or district which offers vocational education prior to the acceptance of this act, as provided in section five, may continue to offer vocational education of such types as are not offered by the district established by this act or for such persons who cannot be accommodated by the schools established by said district. [Chap 545, 1972, Sec. 3]

Because the above wording created so many problems within the member cities which offered vocational education, the above clause was revised by statute on March 24, 1975 to include the following changes

any such city, town or district which offers vocational education prior to the acceptance of this act, . . . may continue to offer the types of vocational education offered by said city, town or district as of December second,

nineteen hundred and seventy-four, and may offer other types of vocational education with the approval of the department of education. [Chapter 545, 1975, Sec. 3]

The *District Agreement* specifies ways in which the District may seek approval to incur debt for the purpose of acquiring land and buildings and equipping said buildings. The District may hold a special election on the same day and at the same time in each community in the District to seek approval of a bond issue. The District may place a question seeking approval of bonded indebtedness on a general election ballot. The District may authorize the incursion of debt, notify cities and towns, and if, within thirty days of said vote no city through a vote of its city council or town, through a vote of a town meeting, denies approval, the vote of the Committee to incur debt is considered approved [*District Agreement*, 1972, pp. 19-21].

The District is also authorized to enter into lease agreements with municipalities or with private landlords for the purpose of providing quarters for the delivery of vocational education. No approval for such an arrangement is required by the member communities, although the Department of Education must approve the terms of any such lease.

The *District Agreement* also provides for the withdrawal or addition of member communities through the development of an amendment to the Agreement, which must be accepted by at least two thirds of all member municipalities "of which one shall be the

member municipality seeking to withdraw" [*District Agreement*, 1972, p. 11].

Much was written on the failure to pass a bond issue to acquire a facility to house the regional vocational school. With headlines such as "Vo Tech board tries to 'buy' approval", [Holmes, 1974c] the use of \$14,500 in public funds to hire a public relations firm to publicize the bond issue was decried as wasteful and inappropriate. The mayor of Gloucester was quoted as saying "if this school is such a great idea, it should be able to sell itself and the people who are paying the bill shouldn't be subject to pressure groups like this" [Holmes, 1974c, p. 1]. Some of the issues which clouded the bond issue were the voting hours, which were set by the District Committee from 12 noon until 8:00 P.M., rather than the normal polling hours of 8:00 A.M. until 8:00 P.M., the disallowance of absentee ballots, the fact that a special election had been scheduled for just three weeks after a general election, the uncertainty about the status of Peabody's membership in the District, and the future of the existing vocational programs in member cities [Amory, 1974; Bengtsin, 1973; Blake, 1974; Cahill, 1974a; Clark, 1974a; Corman, 1973; Collins, 1974; Collins & Benton, 1974; Holmes, 1974a, 1974b, 1974d, 1974f; Romano, 1973].

Numerous Letters to the Editor, mostly urging defeat of the bond issue, appeared in local newspapers preceding the referendum. Their primary focus was the cost associated with vocational education, and the amount of extra space which already

existed in one local high school [Anderson, 1974; Ayers, 1974; Berry, 1974]. One such letter is particularly notable, not necessarily for its content, although it is interesting, but because it was written by Barbara Anderson, of Citizens for Limited Taxation, who spearheaded the campaign for passage of Proposition 2 1/2 in 1982. Ms. Anderson, now a resident of Marblehead, Massachusetts, was a resident of Danvers, Massachusetts, the proposed home of North Shore Regional Vocational School, in 1974. Her Letter to the Editor, titled "Raps Vo-Tech proposal" questions the need for a lavish plan for an eight hundred seat cafeteria, a five hundred seat auditorium, and a full-blown gymnasium, stating

And I would prefer to pack my son's lunch rather than see yet another addition to my tax rate . . . Why, when something needs to be done, must we do it on such a grand scale, with no regard for those who must pay for all the unnecessary extras . . . Let's just provide the basics and, if more is wanted, let those who want it pay for it with voluntary contributions from the people who agree with them, and leave my tax bill at least at no more than its present ridiculous rate. [Anderson, 1974]

Following the defeat of the bond issue, numerous articles were written which assumed that Beverly and Gloucester would withdraw from the District. The defeat of the bond issue by Gloucester was interpreted as a message to get out of the District, but not a message against vocational education. An editorial in the *Gloucester Daily Times* stated that there appeared to be no

alternative but to begin legal proceedings to withdraw from the District. Of vocational education, however, it stated "Proponents of the region and opponents appeared to agree during the debate that more vocational training was a desirable goal" ["City must", 1974]. The opponents argued that we could do the job better at home, where, not so incidentally, Gloucester people could control Gloucester tax dollars. Of the mayor's efforts to defeat the bond issue, the editorial stated "Mayor Nate Ross was never more effective as [sic] he was these past months in reversing what had been general support for at least the concept of a regional school. . . . We hope he will be as effective in the role of promoting action locally as he was in opposing it regionally" ["City must", 1974]. An editorial in the *Beverly Times* urged formation of a Mayor's task force to end the lack of communication and misrepresentation of facts which dominated the referendum and clouded the facts ["Make vo tech", 1974]. In the aftermath of the referendum defeat, Michael Anthony, Superintendent-Director of North Shore Regional, proposed making it easier for cities and towns to withdraw from the region, apparently reflecting the sentiment that those cities and towns which had defeated the referendum would withdraw from the District [Hannable, 1973; Holmes, 1974e, 1974h, 1974i; Muaro, 1974a, 1974b; Raynes, 1975; "Reg. voke comm.", 1974; "VoTech board vows", 1974; "VoTech not dead", 1974]. Rockport officials supported a smaller regional school supported only by the towns as being a better option than sending

students to an existing program in Gloucester or Beverly [Carton, 1974].

Throughout the deliberations over the formation of the regional district and the proposed bond issue to build a facility, much controversy existed over the fate of local vocational programs. The Beverly School Committee failed to support the regional school because it was unsure of the fate of its own Patten Vocational School, and it was stated that the "regional school might not meet Beverly's specific vocational education needs. They want to keep the Patten as a way of insuring those needs are met" [Holmes, 1974a].

Of the failure of the Beverly School Committee to support the regional school, an editorial in the *Beverly Times* blasted the School Committee for thinking that Patten was "not only adequate but 'a monument to vocational education' which is above reproach" ["School Committee flunks", 1974]. The editorial went on to state that the Beverly School Committee "still harbors the concept that trade schools are a necessary evil for students who are unable to make it in a 'normal' academic high school" ["School Committee flunks", 1974]. Pragmatically, the editorial closed with the following comment "It is time for these elected officials to quit bickering about having their recommendation repudiated and get on with the only business at hand; that of making the best deal they can with the regional district concerning the future usefulness of the Patten School" ["School Committee flunks", 1974]. The preceding reference was to the fact that, although the voters

of Beverly had overwhelmingly supported joining the regional vocational district in 1972, the Beverly School Committee had never supported the action, and felt slighted that its wishes were not honored by the voters of the City of Beverly. Numerous articles catalogued this debate, which was ongoing throughout the formation of the District and the bond issue vote [Benton, 1974; "Board takes up reg. voke", 1974; Brown, 1975; Clark, 1974a; Collins, 1974; Collins & Benton, 1974; Holmes, 1974a, 1974g].

Beginning prior to the defeat of the bond issue, the North Shore Regional Vocational School District had been surrounded by controversy over costs. Initially, it was the fear of the high costs of vocational education, and later, it became the reality of the high costs of vocational education. Confrontation over this issue occurred at several times during the stormy course of the history of the vocational district. One of the main reasons for Peabody's withdrawal was Peabody's contention that it could provide vocational education more effectively and more cheaply on its own, and that the costs would be locally controlled. The City of Peabody sued the North Shore Regional Vocational School District to be absolved of any costs associated with the bond issue, should it pass prior to the acceptance of Peabody's withdrawal. Peabody lost the suit, but, by that time, it had become a mute point, as the bond issue did not pass.

The City of Gloucester sued the regional district when the district entered into a lease with the USM Corporation. At that time, it was Gloucester's contention that entering into a lease

agreement constituted incurring debt, and, therefore, was subject to approval by the member communities. The District's contention that entering into a lease did not constitute incurring debt was upheld, and Gloucester was liable for its share of the lease payments.

The City of Salem refused to pay its assessment to North Shore Regional Vocational School District when the increase exceeded two and one-half percent. The District sued the City of Salem for the money due, and won. After that case, the Mayor of Salem placed the assessment to the North Shore Regional Vocational School District in the Salem School Department budget. It had previously been a separate line item in the city budget. The Mayor's action set up an even greater sense of competition between the two schools, and called attention to the duplication of programs in Salem and at the regional vocational school. The Mayor said "every time a Salem student is 'sent over there' to the regional school it endangers teaching jobs in Salem" [Blanning, 1983].

Mayor Levesque added fuel to the fire by appointing Salem's Director of Occupational Education as the Salem representative to the North Shore Regional Vocational School District Committee. Amid charges of conflict of interest, the Salem representative blasted the North Shore Regional Vocational School District Committee for its unresponsiveness to community desires to cut expenditures, for the weighted vote system which always

negated the cities' votes, and for the jobs that would be lost in Salem as a result of the vocational school's budget.

Salem also initiated a policy which required applications for North Shore Regional to be approved by Salem's Director of Occupational Education, who disapproved any application for programs offered in Salem. This was done despite confirmation from the Department of Education that students had a right to choose. When this issue came before the Salem School Committee, it was denied, although students and parents had already been confronted with this. Interestingly, Salem students make up approximately twenty-five percent of North Shore Regional Vocational School's student population, and approximately one-half of the Salem students enrolled at North Shore Regional are enrolled in programs offered in Salem.

Because many of the issues which had plagued the North Shore Regional Vocational School District since its inception refused to go away, and were accelerated by the request of Superintendent-Director Paul Ahern that all city vocational schools close all of their programs, and accede all vocational education offerings to the regional district, a study was commissioned in 1985. Although there was much skepticism going into the study, there was also a sense of hopefulness that, finally, a resolution would be found for the many issues which had plagued the District and its member communities for so long.

The study, which was funded by a grant from the Economic Office for Community Development of the Commonwealth of

Massachusetts, focused only on the North Shore Regional Vocational School District, and the cities of Beverly, Gloucester, and Salem. Specifically excluded from the study were all of the smaller member communities. The reason for this exclusion is the fact that they do not offer vocational education to any great degree, and, therefore, are not considered an issue when duplication of programs is considered. The exclusion, however, exacerbated the already existing schism between the cities and the towns.

The study, undertaken by Romeo O. Marquis and Nancy Kendall of Management and Leadership Systems, set several objectives to be achieved. They were stated as follows (1) "to improve the effectiveness of delivery of services in vocational-technical education in Essex County; (2) to improve communication between local school systems and North Shore Regional Vocational Technical School; and (3) to develop a long-range plan for vocational-technical service delivery, (4) to identify permanent cost-savings attainable through reorganization; (5) to increase the efficiency of current service delivery of vocational-technical education in Essex County through a comprehensive study" [Marquis & Kendall, 1987, p. 1].

Marquis and Kendall established a committee consisting of one school committee member and one member designated by the Superintendent of each city and the regional district. The designated representative was, in all cases, the Director of Occupational Education. Marquis and Kendall gathered statistics

on the number of programs offered in each school, the number of students engaged in each program, the placement data, and the number of teachers employed in each program. They then identified, with the Committee, the significant issues, and articulated them as follows: "long-standing tradition and history of vocational education delivery, competition, made more pronounced by decreasing funds; costly program duplication; enabling legislation allows costly duplication; and (students') need to belong and identify with their schools" [Marquis & Kendall, 1987, p. 6]. They identified, with the Committee, issues and concerns within the District and the three city schools being studied as:

cities think they have no control over structure or cost at North Shore Regional Vocational School

inability to add to local programs without regional permission

frustration over assessment based on 10/1 enrollment

what is the minimum number of students to run a program

special education dumping ground

how to determine if North Shore Regional is a good placement

perceived high administrative costs

how to make all schools better

is there a need for a regional school

turf issues as barriers to change

duplication--necessary and unnecessary

extra space in high school buildings
building and location
sense of belonging
per pupil cost and how figured
legislation [Marquis & Kendall, 1987, pp. 7-8]

They concluded that duplication and cost are not the problems, but rather are effects. The major problem, they concluded, is the legislation which permits duplication to occur. Of the legislation, they stated that it "creates win/lose conflict and turf issues and is ambiguous" [Marquis & Kendall, 1987, p. 15]. They further concluded that the strong commitment to vocational education which exists in the area may be an impediment because it is localized [Marquis & Kendall, 1987, p. 14]. Their final conclusion was that

It is our strong opinion that the North Shore Regional Vocational Technical School is a school which ought to be seen as the primary delivery system for vocational and technical education at the secondary level . . . to do anything other than strengthen the capacities of the school would be shortsighted and would in fact eliminate over time an opportunity which is drastically needed by the students and taxpayers of the North Shore region. [Marquis & Kendall, 1987, p. 21]

They provided a number of recommendations for future action. Among those recommendations were to define the board-CEO roles within the regional district, develop a long-range

strategic plan, design a delivery strategy, develop an operational plan, define the organizational structure, and create a development plan [Marquis & Kendall, 1987, pp. 21-22]. The local officials who had entered into this study expected specific recommendations regarding programs and clearly stated courses of action, and felt less than satisfied with the final report. After discussion, additional information was requested, and a supplementary report was issued. The supplementary report identified the primary issue as intergroup relationships and how they affect long-range planning within the region [Marquis, 1987, p. 1]. It further stressed the importance of school committee members recognizing that their function is "governance for the REGION rather than representation of individual communities in win/lose situations" [Marquis, 1987, p. 6]. Neither the report nor its supplement contained the type of information which the officials were looking for. They were hoping for a quick-fix solution which would absolve them of any responsibility for making decisions, and, of course, none was forthcoming. Although almost all officials involved expressed their disappointment, even outrage, at the report which was presented at the conclusion of the study, it was the issuance of that document which, in the opinion of this researcher, has enabled some of positive occurrences which have happened recently.

Some positive reports have been observed in recent newspaper accounts, especially those surrounding the adoption of the North Shore Vocational Education Partnership Agreement.

Collaborative efforts have been praised as a way to solve some of the long-standing competition which has existed in the District [Bankole, 1988; "It's time", 1989; Kosan, 1989a, 1989b; Pike, 1989; "School Board cuts", 1989; Waterfield, 1989]. The Superintendent of the Beverly Public Schools was quoted, when discussing the first steps toward consolidating programs, as calling them "an act of faith" [Kosan, 1989b].

The history of the North Shore Regional Vocational School District has been dotted with uncertainty, disappointment, distrust, lack of communication, threats of withdrawal, and one actual withdrawal. Yet, it has continued to exist, and has weathered the storms of the political seas of the North Shore. Current newspaper articles, as well as personal contacts by the researcher with many of the political actors, reflect the beginnings of what this researcher anticipates will be a changing tide bringing strength and solidarity to the region's vocational education delivery system.

C. Historical Description of the District

The historical description of the District serves to provide an understanding of the current conditions and practices within the District, and what brought many of those about. It also serves as much of the data to be analyzed in this study.

Although any historical description contains much more than a dateline, the time frame in which the North Shore Regional

Vocational School District was planned and formally established is critical to an understanding of why some of the compromises which have caused so many problems in the District over the years were made by well-meaning, intelligent, informed individuals. Three very important elements existed at the time the District was formed which do not exist today, and which have had a major impact on the District and its member communities, and, yet, it was these three elements, among others, which led the planners and organizers of the District to make some of those key decisions.

One of those elements is student population. In 1972, when the planning board was formed, high schools were at, or above, capacity. People looked at the baby boom generation and assumed that they would produce an even greater strain on school systems as they married and had children. It was surmised, therefore, that an ever-increasing number of students would demand educational offerings. Secondly, Proposition 2 1/2 had yet to come into existence. School committees enjoyed fiscal autonomy and no restrictions existed on what funds could be raised to operate educational programs. The third major element was that fifty percent of all vocational education operating expenses were reimbursed by the Commonwealth of Massachusetts and large amounts of federal vocational education funding were available through the federal Vocational Education Acts of 1964 and the Amendments of 1968. Given these circumstances, it is relatively easy to understand what transpired in the

planning and formation stages of the District, and why those decisions did not seem particularly troublesome to those planning the District.

In May of 1972, the regional planning board was formed. The Planning Board consisted of three members from each of the four cities and twelve towns which later would comprise the District. Chapter 545 of the Acts of 1972 was approved by the legislature on June 29, 1972, and the *Agreement with Respect to the Establishment of a Vocational Regional School District plus Chapter 545 of the Acts of 1972* was adopted by the North Shore Vocational Regional School District Planning Board on August 17, 1972. On November 7, 1972, a referendum vote to decide to participate in the North Shore Vocational-Technical District passed overwhelmingly.

On November 15, 1972, an agreement to form a North Shore Vocational Consortium was entered into by many of the same communities which had voted to become members of the regional district. The consortium functioned with Beverly, Salem, Peabody, and Gloucester serving as host schools to provide after-school vocational experiences to students from communities which did not offer vocational education. This consortium was intended to provide opportunities for students until such time as the newly-formed District began to offer formal programs.

1974 brought the hiring of a Superintendent-Director for the newly-formed District, and a referendum seeking approval of a fifteen million dollar bond issue to construct a sixteen-hundred

pupil regional vocational-technical school. The District instituted part-time vocational programs in anticipation of passage of its bond issue. The bond issue was defeated on November 26, 1974. This occurred concurrently with Peabody's bid to withdraw from the District. The legislation forming the District was amended in 1975 to clarify the rights of the cities to continue to offer vocational programs.

In 1975, the City of Peabody officially withdrew from the District. Gloucester began the process of withdrawal, and Beverly and Salem seriously considered withdrawal from the District. In 1976, North Shore Regional Vocational School District leased 190,000 square feet of space from the United Shoe Machinery Corporation, and began renovations to create a one-thousand pupil school for students in grades ten through twelve, which opened its doors in 1978. In 1982, the first Superintendent-Director of the District left, after creating much acrimony throughout the District and having been involved in a personal scandal which adversely affected the regional district.

The next Superintendent-Director, who commenced his duties in August of 1982, added a new vocational program and an entire new grade, grade nine, in the fall of 1983, amid strong protest from member communities because of the costs involved and the fear that more students would be attracted away from local high schools, which were already beginning to experience significant decreases in student population. His proposal, in 1984, that all vocational programs in member communities close, met

with vehement opposition and caused member communities to withhold support for the District, thereby decreasing enrollment. Also in 1984, in response to the decreasing enrollment and the lack of support for the District, the Superintendent-Director developed a strategy to phase the existing programs operated by North Shore Regional out and close the school over a two-year period, leading toward the eventual dissolution of the District.

Later in 1984, efforts to persuade the City of Peabody to rejoin the District and to sell the District one of its schools were pursued, but did not prove fruitful. Proposals that the District school be replaced by satellite vocational centers, coupled with the then Superintendent-Director's proposal to close all city vocational programs, led to a study of the delivery system for vocational education on the North Shore. A bid to purchase a much smaller building to house the District school was voted down in 1987. Efforts to combine with Essex Agricultural and Technical Institute, discussed periodically since 1972, were revived by the Essex County Commissioners in early 1989, only to be rebuffed by the Board of Trustees of the Institute in the spring of that year. Discussions began in 1988 which led to the adoption, in early 1989, of the North Shore Vocational Education Partnership, which operates through the District administration. Negotiations are currently underway to lease a smaller, more efficient facility to house the District school, with the eventual aim of purchasing the facility.

Unlike most of the twenty-five other regional vocational school districts in the Commonwealth of Massachusetts, the North Shore Regional Vocational School District found it necessary to seek special legislation to guide and structure its formation. This legislation, known as Chapter 545 of the Acts of 1972, and its subsequent amendments, as well as the *District Agreement*, formally named the *Agreement with Respect to the Establishment of a Vocational Regional School District plus Chapter 545 of the Acts of 1972*, has been the source, as shall be demonstrated, of much animosity, disagreement, misunderstanding, and local infighting between member communities and the regional district and among member communities themselves.

Why was it necessary to resort to legislation that, by its very text, set community against community, and placed many communities at immediate odds with a fledgling regional vocational school district? The majority of the regional vocational school districts in the Commonwealth are comprised of one city and several towns. North Shore Regional Vocational School District, on the other hand, was originally comprised of four cities and twelve towns. Each of the four cities already operated five or more Chapter 74 approved programs, and possessed a long-standing, proud tradition in vocational education. Beverly operated the Patten Trade High School, which had a Board of Trustees separate from the Beverly School Committee. The oldest of the programs, having begun operation in 1909, and having had a long-standing, and very successful, relationship with the United

Shoe Machinery Corporation, the city's major employer, with a machine operators' apprenticeship program dating back to the 1930s, was also the strongest of the city vocational programs. Patten enjoyed substantial local support, both popular and financial, and had, shortly before the formation of the District Planning Committee, moved into spacious, up-to-date, quarters in its own wing of the newly constructed Beverly High School.

Salem Vocational School, founded in 1935, enjoyed similar popular support, as did Gloucester Vocational School, founded in 1939, and Peabody Vocational School, which was also founded in 1939. Although the popular vote in all of the cities was overwhelmingly in favor of the formation of a regional vocational school district, when that question was posed as a referendum on a general election ballot in 1972, the Beverly School Committee never endorsed the formation of the district, despite the fact that its recently retired, and very popular, superintendent was an active member of the Regional Planning Board, and an outspoken advocate of the District. The opposition on the Beverly School Committee was led by Frances Alexander, who, at that time, was a member of the Beverly School Committee and President of the Board of Trustees of Patten Trade High School, and who is now a state representative representing the City of Beverly. Furthermore, the Peabody City Council, led by then mayor Nicholas Mavroules, now representative of the Sixth Essex District in the United States House of Representatives, voted almost immediately

to withdraw the City of Peabody from the District. Gloucester's major also actively campaigned to defeat the bond issue.

North Shore Regional Vocational School District has been beset by numerous problems, many of which have been directly attributed to the *District Agreement* itself. In many regards, the *Agreement with Respect to the Establishment of a Vocational Regional School District plus Chapter 545 of the Acts of 1972* is quite similar to other regional agreements which preceded it. It is interesting to note that the North Shore Regional Vocational School District was one of the last vocational regions to be formed in the Commonwealth, and did not have the advantage of the federal largess which is so evident, even today, in some of the other districts.

The peculiarities in the *District Agreement* which set it apart from the other regional agreements are, on their face, relatively minor, but, as shall be demonstrated, have been the basis of much debate over the years. *The North Shore Regional Vocational School District Agreement* calls for members of the District Committee to be appointed by the mayor of each city and the moderator of each town, and to be confirmed by the respective School Committees [*District Agreement*, 1972, p. 13]. This clause, which was debated widely by the Planning Committee [Planning Committee minutes of 2/10/72; 3/9/72; 4/13/72; 4/27/72; 5/11/72], has drawn criticism over the years on the grounds that, because committee members are appointed rather than elected, they lack responsiveness to the citizenry. Ironically, a 1988

Supreme Judicial Court decision on the one-man, one-vote rule caused many previously elected regional school committees to change to appointed committees.

Another hotly debated, and frequently criticized, provision of the *District Agreement* is the issue of weighted votes. Many district agreements provide for more than one representative for larger communities, based on population. The North Shore Regional District Committee, however, has one member from each community, and employs a weighted vote system to accommodate communities with larger populations. In the initial Committee, the weighting was based on total population of a city, but, once the school had an enrolled population, the basis for weighting shifted to student population, with each community having one vote, and one additional vote for each fifty students, or major portion thereof, enrolled on October 1 of the preceding year [*District Agreement*, 1972].

Although population statistics show that the distribution would vary little regardless of whether the total city and town populations or the student body population is the basis for the weighting of votes, this continues to be an issue, largely because each community is allotted at least one vote, and it is perceived by the cities and their representatives that the towns can gang up on the cities and pass or defeat any motion made in a Committee meeting [Ajamian, 1986; O'Connell, 1985]. This has usually been an issue at budget time, or at times when decisions to expand programs have been made.

One of the major issues throughout the planning stages of the district was the status of the four city vocational schools. In all previous instances when vocational regions formed, any already existing city vocational schools had been absorbed by the new regional school. In most places, this was not a major issue. In most instances, only one city was involved in the region, making it an issue of much less significance than in the case of the North Shore region, where, initially, four cities, each with large vocational programs, were part of the equation.

The *District Agreement* addressed this issue as follows.

When this district has been organized and its school or schools are available for use, no city or town belonging to the district and no other regional school district of which such city or town is a member shall offer vocational education; except, however, that any such city, town or district which offers vocational education prior to the acceptance of this act, as provided in section five, may continue to offer the types of vocational education offered by said city, town, or district as of December second, nineteen hundred and seventy-four. [*District Agreement*, 1972, p. 17]

This clause created a tremendous furor in member cities which offered vocational programs, and led to many bitter battles. Despite assurances from the Massachusetts Department of Education that no attempts would be made to close existing programs, the issue became so magnified that the *Agreement* was amended by statute on March 24, 1975, to add "and may offer other types of vocational education with the approval of the department of education" [MGL Ch. 69].

This issue was in constant discussion and was unresolved at the time the District sought approval of a bond issue to acquire property and build a regional facility. Concern over the fate of the local vocational schools dominated the news and became the focus of attention as the voters of the District prepared for the referendum on the bond issue [Benton, 1974; Blake, 1974; Cahill, 1974; Clark, 1974a; Collins, 1974; Gifford, 1974; Holmes, 1974a, 1974b; "School Comm. flunks", 1974]. Despite verbal assurances by Gherhart Knox of the Department of Education and a proposed amendment to be filed by Senator William Saltonstall of Manchester to clarify the position of the city vocational schools, the fact that this issue remained unresolved was certainly one of the reasons for the failure of the bond issue in each of the four cities [Holmes, 1974g]. In contrast, it passed in all but one of the towns. We shall return to the issue of the city vocational schools time and again throughout this historical description, as it has been, and continues to be, an overriding issue within the District, and one which remains largely unresolved as of this writing.

There were numerous other factors which contributed to the defeat of the bond issue, which shall be reviewed. The referendum was scheduled for November 26, 1974, just three weeks after a general election. It was not decided until September of that same year to put the question on the ballot. Because of the lateness of the decision, it would have been necessary to seek legislative permission to get it on the ballot for the general election. Rather than choose that alternative, the

School Committee chose to hold a special election, at considerable expense to the District, as it was responsible for the printing of the ballots and payment of all the poll workers. Because the date set for the special election was less than thirty days following the general election, it drew criticism from city and town clerks, who must maintain ballot boxes untouched for thirty days following an election. This not only necessitated securing additional ballot boxes, but it called into question the legality of the vote, as well [Cahill, 1974; Holmes, 1974e]. The Committee set the polling hours from 12:00 noon until 8:00 P.M., occasioning a lawsuit from the Town of Marblehead to have normal polling hours. Marblehead lost the suit, but the attendant negative publicity did the District no good [Louden, 1974; Murphy, 1974].

In addition to the expense incurred by the District in connection with the special election, which drew criticism from many, the hiring of a public relations firm and the design, printing, and mailing of a brochure urging a positive vote drew heavy criticism, as well as charges of illegality in the use of public funds [Cahill, 1974c].

The vote of Peabody's City Council to withdraw from the District came on December 28, 1973, and still had not been ratified by the necessary eleven cities and towns at the time of the referendum on the bond issue. Peabody had sued the District to be absolved of any financial responsibility should the bond issue pass, and that case was still in the courts at the time of the special election. The City of Peabody, directed by Mayor Nicholas

Mavrourles, paid for the publication and distribution of a brochure urging Peabody voters to vote no on the District referendum. The newspapers charged that the facts in that brochure were distorted [Blake, 1974]. However, it is interesting to note that the legality of expending public funds for Peabody's brochure was never brought up, and yet its purpose was exactly the same as the purpose of the District's brochure--to influence the outcome of a vote.

The mayor of Gloucester mounted a campaign in the newspaper to defeat the referendum, stating "that I'd consider going to jail before I'd vote for that bond" [Cahill, 1974]. He claimed the bond issue was purposely kept off the state ballot to ensure a light voter turnout and blasted the District Committee for using public money to pay for a public relations campaign. His effort culminated in a full-page article dealing with the financial and educational impact of the regional school, criticism of all aspects of the plan, and feasible alternatives to regionalization [Regional school, 1974]. Among his major points were loss of autonomy, loss of local control over tax dollars, and Gloucester students' unwillingness to travel over the bridge.

It is apparent from the foregoing historical description of the North Shore Regional Vocational School District that its existence has been anything but peaceful. The litigious nature of both the District and some of its member communities has been legion. It was hardly smooth sailing at any time, and many factors converged to create numerous storms of dissension throughout the District's relatively short history.

CHAPTER 5

FINDINGS

A. Introduction

The findings of this study do not come neatly wrapped in a body of statistics, nor do they fall into neat, orderly categories which make reporting them easy. There is much overlap in the findings, as well as much remaining uncertainty.

However, through a study of the history of the North Shore Regional Vocational School District, several recurring themes occur. The primary ones are concern over costs, concern over local autonomy, and concern for tradition. Further, the findings surrounding a number of issues relating to the policy study, which are identified as organizational constraints, problem and positive elements, are discussed.

The theoretical policy statement posited in Chapter 1 is analyzed and revised in light of the findings outlined in this chapter.

B. Organizational Constraints

The organizational constraints which were identified will be discussed in light of their implications for the theoretical policy

statement posited in Chapter 1. The organizational constraints which were identified center around four categories of individuals: administration, teachers, general public and local politicians, and students.

Organizational constraints which concern administration, as documented through the Joint Vocational Education Steering Committee, are who will be in charge, how programs in different locations can be unified, and how local control can be maintained. The theoretical policy statement addresses these concerns by proposing that a site administrator/vocational coordinator/director in each community share in curricular and all other programmatic decisions regarding Chapter 74 programs, and serve as site coordinator, with authority over the instructor and the students while in his/her building. It also provides for all directors to be involved in the decision-making process whenever new programs are to be developed. This arrangement allows for one central administration with significant input from all parties, and also ensures that site administrators/vocational coordinators/directors currently employed in individual communities will retain their positions. Initial testing, through sounding out of the players, of this portion of the theoretical policy indicates a high level of resistance to the centralization of the administration of programs, despite shared decision making. Unification of programs operated in different locations has not been sufficiently addressed, and a strong need for local autonomy has not been resolved. A further

proposal will be offered to deal with this issue in the modification of the theoretical policy statement.

Identified organizational constraints of concern to teachers, as revealed in discussions with teachers from all affected schools, are to whom do I report, who pays my salary, will the salary match what I now make, will I have a job, and will I lose my longevity (status, tenure). These have been addressed in the theoretical policy statement as follows. Teachers will report to the site administrator/vocational coordinator/director in the building in which their program is housed. That individual will be responsible for supervision of teachers in his/her building. The salaries of all teachers will be paid by the North Shore Regional Vocational School District. Job security is provided by guaranteeing retention and/or reassignment of any displaced teachers for a period of two years. Not addressed in the theoretical policy statement are the issues of salary equity or longevity. It is proposed that these areas must be addressed in order to gain political acceptance by affected teachers and the unions which represent them.

Of concern among the general public and local politicians are the areas of control, potential increased costs, and equal access for students from particular towns. These concerns were documented through the data collection conducted by the researcher through the various meetings described in Chapter 3 and documented in Appendix A, and from her observations of the District over a number of years. It has been proposed that all Chapter 74

programs come under the auspices of North Shore Regional Vocational School District, with input and advice from site administrators/vocational coordinators/directors in each community. Preliminary testing of this proposal indicates that this may not be a politically acceptable solution to the highly valued issue of local control in the cities, although it appears to be acceptable to the general public and local politicians in the towns. A revised proposal will be set forth to attempt to make this area more politically acceptable. While no promises that such arrangements will cost less money have been made, it has generally been demonstrated that the proposed policy will not cost more money, and should, over time, cost less. These demonstrations of such assurance appear, at least initially, to be acceptable. The issue of access appears to have been resolved to the satisfaction of the small towns in a way which it had not been in previously proposed solutions, such as the satellite program, which would have been administered by the cities. It appears that the towns which currently offer no vocational programs have some faith in the regional district to ensure equal access to programs for students.

Organizational constraints which were identified, through numerous contacts with students, potential students, parents, and guidance counselors over the term of the researcher's association with the District, which impacted on students were what school issues my diploma, where do I play sports, how do I maintain friendships, how will I get there, who decides, will there be room

for me in the program I want, and where do I belong. Within the theoretical policy statement, a number of these issues have been addressed, in a much more flexible way than existed previously, when students had to make a choice to attend a vocational program on a full time basis. That option certainly still exists for those students for whom that is the best option. Those are probably the students who are most concerned about getting into the program of their first choice and having a sense of belonging. Those students, also, are the ones who learn best through a concrete, hands-on approach and/or have had a great deal of difficulty in a traditional academic environment. Although not clearly articulated, it is implied that a student who opted for a half-day program would receive his/her high school diploma from his/her home town high school, whereas a student enrolled in a North Shore Regional Vocational School District full-time Chapter 74 program would receive a high school diploma issued by the District. This is an area which should receive some clarification in any modified policy statement. The issues of playing sports and of transportation are clearly articulated in the theoretical policy statement, and sports participation options are expanded for students who opt to participate in a part-time program. It is doubtful that any policy could ever effectively deal with the issue of maintaining friendships or personal decision-making, but the proposed policy attempts to offer students the opportunity to participate in vocational education offerings in a variety of ways,

enabling students to choose those options best suited to their personalities and goals.

C. Problem Elements

The problem elements which were identified through a strategic planning exercise described in Chapter 3 are reviewed singly in this section and discussed as they relate to Wergin's [1976] theory (See Chapter 2, Section E) and the theoretical policy statement (See Chapter 1, Section I).

1. North Shore Regional Vocational School District does not own a facility. When the bond issue to purchase land and a building was defeated in 1974, the District School Committee entered into a lease with the USM Corporation. The lease, which commenced in 1976, consisted of one ten-year term and two five year options. As the time for the expiration of the ten-year term drew near, many school and city officials viewed this as an opportune time to try to change the way the District operated, and to rid the District, and, in turn, the local communities, of the high costs associated with the lease and operation of the District's facility. It was at this time that a satellite approach was proposed by the Gloucester representative to the North Shore Regional Vocational School District Committee [Squillace's better idea, 1985]. He aspired to become mayor of Gloucester and viewed this campaign as a stepping stone to that office, which he did eventually win. His proposal was presented to city and town officials,

but was not presented to the North Shore Regional Vocational School District Committee. The Satellite Program, as he named it, called for the academic and extra-curricular components of the District's high school program to be eliminated. It further proposed that all vocational programs offered by the District be relocated to area high schools, with the cities taking over the majority of the programs. Any programs which were operated by the District and a city, as well, would revert to city administration. The District would be an administrative unit which received applications and placed students, on a space available basis, in city programs and those remaining programs operated by the District in other schools. It was made quite clear that city residents would receive preference, and students applying through the District would only be accepted if there were open slots in the program. Costs would be set by each city and would be assessed through the District. No concern was evidenced for students' need to identify with a school, or for the fate of students who were not accepted into programs. The lack of parity of program costs from school to school was also not addressed. It should be noted that costs vary dramatically, not only from school to school, but from program to program.

A further attempt, as the lease term drew near, was made by city officials, initiated by Gloucester, to disband the District. Meetings were held with city and town officials and vocational directors from the cities to discuss dissolving the District. Representatives from North Shore Regional were not invited to

these meetings. However, representatives from the City of Peabody, which is not a member of the District, were included. At approximately the same time, the Associate Commissioner for Occupational Education was heard to have stated publicly that he would favor the dissolution of the District because of the high costs and the lack of cooperation within the District. His statement lent impetus to the efforts of the cities.

Had the District owned a facility, there would have existed a much greater sense of permanence about it, and opportunities to dissolve or dismantle the District would most probably not have been considered. The lack of a permanent home makes the District vulnerable to such schemes, and makes it seem less of a real presence in the District than it would be if it were permanently situated in an owned building. Speculation over the long-term solution to a facility for the District continues, as the building in which the school is housed has changed ownership several times in recent years, a result of corporate mergers and takeovers. In addition, the entire site is currently for sale, further causing the public to question the tenure of the school in its present quarters.

As of this writing, the District is approaching the end of the first of two five-year options on its lease. Although many would like to see a more appropriate home for the District school, there has been no revival of the efforts to disband or dissolve the District. It is believed that the North Shore Vocational Education Partnership Agreement, and the resultant open communication

and cooperation, may be one of the reasons that a replay of earlier efforts is not being experienced. Further, the District has made its plans to seek a much smaller, more cost-effective facility widely known, and has agreed to use existing available space in other schools for new or overflow programs. These were direct compromises deemed to be politically necessary as a result of this study and the analysis of the theoretical policy statement using Wergin's [1976] model.

2. The facility it (the District) currently occupies is outmoded, expensive, and much too large for the existing population. The District currently occupies space in a portion of a shoe machinery factory which was built in 1903 and 1923. The building is imposing, not very attractive from the outside, and hardly looks like a school. All of the local high schools are relatively new facilities which were built expressly for the purpose of housing high school students. Students, parents, and the general public have a very negative impression of North Shore Regional, when looking at the outside of the facility. It has been documented, through discussions with students who were interested in vocational education, but who chose not to attend North Shore Regional, and with their parents and guidance counselors, that this is a drawback to student attendance, and has contributed, over the years, to keeping the enrollment down from what was originally projected, or what might reasonably be projected based on the percentage of students in other districts

throughout the Commonwealth who participate in vocational education.

Because the building is old, its major systems are antiquated, inefficient, and often in need of costly repairs. The costs of heating and maintaining a building of this age are extremely high and have always represented a disproportionately high percentage of the District budget. The facility was originally planned for one thousand students. It has never housed more than six hundred, and currently houses approximately 420. Unused and underutilized space, coupled with high utility and maintenance costs, make the per pupil cost exceedingly high, and add to people's perception that the school is administered inefficiently.

Currently, lease negotiations are underway for an eight-year old building which is considerably smaller, but considered adequate to house all of the existing District programs. Savings of approximately \$70,000 per year would be realized if the District is successful in securing this facility. A long-term lease, with an option to purchase, would enable the District to project a sense of permanence, as well as to demonstrate its ability to function efficiently. The building is well-situated within the District and close to major highways. The prospect has been met with enthusiasm from current and prospective students, parents, city and town officials, member school personnel, and the general public. Again, this planning has been done in cooperation with the Partnership Steering Committee, and the proposed site is viewed

as a benefit to all, and a threat to none. It is anticipated that this lease will be executed shortly, and that the District will begin operations in the new facility in the fall of 1990.

3. The student population throughout the District is dwindling (See Appendix F). This fact has caused, over the years, open warfare by guidance counselors and teachers in member communities. Active efforts to retain, in local high schools, students who would benefit greatly from vocational education have been staged to secure teaching jobs in member communities. As a result of this study, several activities which appear to be easing this situation have been undertaken. The Bridge Program, which allows students to retain membership within their home schools for academic instruction, while participating half-time in vocational programs through the District, has relieved the threat to some academic teachers in member communities, while broadening the number of students willing and able to access vocational education in one form or another. The merging of two of North Shore Regional's vocational programs with Beverly High School's Patten House has shown good faith, and a willingness on the part of North Shore Regional Vocational School District to respond realistically to the demographics of the District. Enhanced communication with member communities has made North Shore Regional seem less the outsider, and more a partner in the educational process for all students. Fortunately, also, it appears that the student population is beginning to increase. That increase is projected to reach high school age in three years. Because of

increases already being experienced in elementary, middle, and junior high schools, fewer teachers are being displaced because of decreasing enrollment.

4. Fiscal constraints make it increasingly difficult to operate programs at less than full capacity. While this is identified as a problem element, it poses more of a problem for the city vocational programs than it does for North Shore Regional. Because vocational education is the District's first priority, actual programs are less likely to be cut because of budgetary constraints than they are in city schools, which have multiple priorities. This has, however, provided opportunities to collaborate effectively with city vocational programs by merging programs that were duplicative and undersubscribed. Because the same programs appear to be undersubscribed throughout the District, the danger that those duplicated programs would be eliminated existed, and, in fact, occurred with drafting programs. At one time, The District and Patten both operated drafting programs. Both have ceased to exist, due to low enrollment. The Partnership resolved to try to keep this from happening again by working together to merge such programs rather than closing them altogether. This has, in fact, happened, and where the possibility of closing two struggling machine technology programs once existed, one new, stronger Partnership program has emerged.

5. The history and politics surrounding vocational education on the North Shore impede collaboration. As was demonstrated in the literature, the formation of North Shore Regional Vocational

School District was not without its problems. Strong vocational programs with long, proud histories and traditions were loath to give way to a new upstart District. The withdrawal of the City of Peabody, the threatened withdrawal of the cities of Beverly, Salem, and Gloucester, numerous lawsuits involving member communities, a strong sense of local autonomy, so strong, in one instance, that residents rarely "go over the bridge", and a long history of animosity, distrust, and competition among vocational programs made collaboration very difficult. Efforts by the District to take over city programs had been unsuccessful, and had left deep scars. The failure of the bond issue, led by the cities, caused many problems for the District, and made it distrustful of overtures from cities and towns. The initial closed nature of the budgeting process and the administration of the District caused rifts which have only begun to heal within the last four years. A large District, with a wide disparity in socioeconomic status between the cities and the towns, does little to foster commonality of purpose. Geographic distance and traditional rivalries between cities which are members of the District have all added to a seeming unwillingness to collaborate. Initially, when meetings were held to discuss such prospects, attendance would be spotty at best, and would often end with people leaving in a huff. The history and the politics have not changed. Many of the early political players are still involved, often in more powerful positions than they were when the District first formed. It has

taken a concerted effort to convince the players that the District has nothing to hide and is not interested in building an empire.

6. Schools with a long history of offering certain programs and with many influential graduates are determined to maintain those programs, regardless of demand and regardless of cost. This is an area where the District has chosen to recognize this reality, and was willing to develop a politically acceptable compromise. No attempts to "take over" such programs will be made. Some of those programs may become North Shore programs because cities are no longer able to financially sustain them. The District has positioned itself to accept the administration of those programs and to continue to operate them where they exist, but will allow the impetus to come from the financial necessity of the cities, rather than from overt efforts to affect a hostile take over.

7. One major community often expresses a desire to withdraw from the District. As recently as the summer of 1988, when this researcher addressed the City Council of this community, one of its members stated that the worst thing the city ever did was join the District. Since that time, concerted efforts to communicate fully both positive and negative news, many formal and informal meetings with city and school officials, and the organization of a North Shore Regional Parents' Group in that city have silenced any murmuring about withdrawal. The commitment of this community, demonstrated by its passage of the District budget for the last two years, after years of rejecting it, and by the number of students enrolled at the District school,

appears stronger than it has ever been. The reception by this community of the North Shore Vocational Education Partnership was the most positive of any of the communities. It is believed that this change occurred for two reasons. A commitment to work to maintain the programs in that city was made publicly by the District, and a much more participatory budget process has been undertaken in the District. Since costs were always a concern to this community, the latter appears to have allayed the suspicions in this area.

8. The District must find new quarters, but is thwarted in its efforts by local politicians, even when it can be demonstrated that new quarters would immediately save money. In 1988, the District proposed purchasing an existing building and renovating it to meet the needs of the District. All but one community favored the proposal. Since unanimous support was required, permission was not gained. This researcher's perception as she met with the community that voted against the proposal is that the reason had nothing to do with finances, because it was readily demonstrated that the facility would have immediately reduced operating costs. It was, rather, as stated in problem element one, that a legitimate facility would create a sense of permanence for the District which would negate further attempts to dissolve the District. Although it is believed that this has been mitigated to some degree, concern over that possibility occurring again, along with the current fiscal situation in the Commonwealth, has made leasing, which does not require the approval of member communities, a desired alter-

native for the District. It is believed that, if the District can demonstrate success in maintaining costs and in attracting a larger student body in a more appropriate leased facility, the prospect of purchasing the facility at a later date is excellent.

9. School districts are anxious to retain as many students as possible locally. While this continues to be a problem, the anticipated growth in high school populations over the next few years should make this less of a concern (See Appendix F). The Bridge Program and improved communication among districts appear to be helping to dissipate this issue, as well.

10. Jealousy exists among schools--over students, programs, facilities, and funds. Again, the Partnership Agreement has done much to relieve the jealousy which existed. Students can now be shared without being totally lost. No overt efforts will be made to take over programs, and the District has already demonstrated its willingness to give up a program to one of the city schools. Efforts to ensure that all facilities are appropriately equipped have been made through joint participation in grant funding. The District is not going to move lock, stock, and barrel into an existing vocational wing of any of the local schools, as had been feared when the Satellite program was being discussed. Budget increases requested by the regional district in recent years have been significantly less than those requested by local schools. A concerted effort by the District to promote better understanding of the budget presented by the regional district has aided in diffusing this jealousy. Until this year, local cities and towns have

received significantly more local aid than regional vocational districts, and have fared rather well, rebuilding many of the programs decimated by Proposition 2 1/2.

11. Duplicative programs operate, often at less than full capacity (See Appendix G). The issue of maintaining city vocational programs was a major one at the time the District was formed, so major, in fact, that Peabody withdrew because of it, and special legislation was passed to clarify the rights of the cities to continue to operate their existing vocational programs, and any other programs approved by the Department of Education, after the formation of the District. For a number of years, city schools opened programs at will, gaining Department of Education approval almost as a matter of right. This exacerbated an already tenuous relationship between the District and the cities, and the District and the Department of Education. The original Superintendent-Director was from out of state, and regularly disregarded the regulations promulgated under Chapter 74 regarding the operation of vocational programs, thereby creating a great deal of animosity within the Department of Education. Recently, however, two sets of circumstances have dampened the establishment of new programs. One is the financial constraint under which all school districts must operate, and the second is the limited number of students of high school age at the present time. Under the Partnership, it has been agreed that all new programs opened anywhere in the District will be recommended by the Steering Committee and will be operated under the

auspices of the District. The first program to be opened under this agreement was announced in February, at a joint press conference attended by the District, the host school, and members of the steering committee from throughout the District. The program will be funded, recruited for, and administered by the District, and will be housed at Patten House of Beverly High School. Two duplicative, undersubscribed programs were merged for the 1989-90 school year, and the resultant cooperation necessary to successfully organize and operate those programs has been present.

12. Control of programs is a stumbling block to collaboration. This area remains an outstanding issue, but a compromise has been offered which appears to be acceptable to all parties. New programs, regardless of where they are housed, will be District programs, but the administrator of the building where the program is housed will have disciplinary and supervisory control over students and staff in his/her building. Previously existing programs which a city wishes to turn over to the District will operate in the same manner, but will be funded and administered by the District instead of by the local cities. Again, financial realities may aid this process.

13. The often negative image of vocational education prohibits students who would benefit from participation in vocational education programs from doing so. Because vocational education is viewed by many parents as a second-class education, and because it has been viewed as a dumping ground for the less

able student, vocational education does not enjoy the prestige of college-preparatory education. These impressions have been borne out over a career of nearly twenty years in vocational education, and are supported by the literature. Since all schools have limited resources to mount positive public relations campaigns, the Partnership has taken on that responsibility, and has pooled resources and personnel to organize an effective campaign to promote vocational education District-wide. Further, the initiation of half-day options, late entry options, and short-term exposure for the college-bound student, as well as the opening of a new health technology program in cooperation with a local hospital and the community college, are all efforts to promote a positive image of vocational education, and to provide access for those students who were loath to participate in full-time vocational education programs. Increased attendance at Open House and positive comments about vocational education from parents, guidance counselors, regular education teachers, and city officials indicate that these efforts are beginning to have a positive effect on vocational education's image on the North Shore.

14. Chapter 74 regulations are rather inflexible and discourage innovation. In working closely with the Department of Education throughout the development of the North Shore Vocational Education Partnership, the District was able to create some options, such as the Bridge program, outside of the Chapter 74 regulations, while still maintaining Chapter 74 approval of all programs. In addition, the regulations for Chapter 731, the newly

enacted vocational education improvement legislation, which have been drafted over the last year, show some increased flexibility in certain areas.

15. Teachers and administrators are fearful for their jobs. This issue became a major concern at the bargaining table with several of the cities and with the regional District's own bargaining unit. Assurances that an on-site administrator would be required, and that attempts to close existing programs would not be made, as well as an agreement that any teachers displaced because of merged programs would be given first preference for positions for which they are qualified throughout the District, appear to have successfully addressed this issue. The first layoffs were achieved in the spring of 1989, and all parties abided by the agreements made. Since it was evident layoffs would occur regardless of any agreement, the efforts of the Partnership in this regard were to minimize the impact, which was achieved successfully.

16. Proponents of disbanding the District do not take student needs and wishes and educational research into consideration. Those who would disband the District are of the opinion that, if they offer one or two vocational programs, they have fulfilled their obligation to all students, whether those programs are of all students' choosing or not. Students not wishing to participate in one of the programs offered would be relegated to a general program of studies. Additionally, it has been documented that some students learn better through a

concrete learning experience, such as that offered by vocational education. No concern has been given those students. Lastly, the need to identify with a particular school, to belong, has been discounted by those who favor disbanding the District. An expansive education program designed to inform such individuals of learning styles research, positive outcomes of vocational education, and students' rights to participate in the vocational program of their choice at local expense has been undertaken in an attempt to address this issue.

17. The area covered is very large geographically and very diverse socioeconomically. As stated previously, the District encompasses three cities and thirteen towns and covers a very large physical area. It was proposed, in several instances, that instead of one regional vocational school to serve the District, several schools be constructed in different parts of the District. This has not occurred, and given the current fiscal condition of the state and future enrollment projections, is not likely to occur, and the distance involved in traveling does not appear to be a problem for the students who attend. The divergent focus of member communities, however, still presents a problem. Gloucester, for example, still views itself primarily as an ethnic, blue collar fishing community where the majority of the residents are born, live, work, and die in Gloucester. Its next door neighbor, Manchester, on the other hand, was originally a summer community for the wealthy Brahmins, and still retains a very affluent, elitist character, serving primarily as a bedroom

community for Boston and the high technology areas along Route 128. Such differences can be seen in the school population from each of those communities, with Gloucester sending over seventy students yearly to North Shore Regional, and Manchester averaging three students per year. Many other communities demonstrate the same disparity. Yet, students in attendance at the school do not appear to suffer any such distinctions in their social relationships with one another. The problem which is created by this great divergence is the differing level of support demonstrated for the District, not financially, but in terms of student participation.

D. Positive Elements

Fortunately, this researcher was able to identify, with the strategic planning team, a number of positive elements which make this project appear achievable. Had she not been able to do so, she would most probably have embarked on some much less futile task. Those positive elements will be examined individually in this section in light of their potential positive impact on the eventual political acceptance and efficacy of the theoretical policy statement.

1. North Shore Regional Vocational School District offers vocational programs not offered anywhere else on the North Shore. The availability of unique programs provides the opportunity for North Shore Regional to attract students, even

from the cities, as well as from outside the District, for programs not offered in their home schools. The variety of programs helps to ensure that the majority of students' interests are provided for, and that students generally can access the programs of their choice.

2. North Shore Regional Vocational School District owns a great deal of technologically up-to-date equipment. Since the primary mission of the School District is to provide quality vocational education, a large portion of its budget is allocated to equipment acquisition. The instructional equipment inventory of the District exceeds one million dollars, and approximately one-tenth of that amount, or \$100,000, is allocated to equipment replacement and acquisition each year. In addition, grant funds and corporate donations augment that figure. Effective advisory committees work closely with the instructors to ensure that necessary technological advances are represented in equipment acquisitions. In city systems, where multiple priorities demand limited budget funds each year, vocational equipment acquisition often takes a back seat to textbook acquisition, special education expenditures, or some other priority.

3. Vocational and academic instructors throughout the North Shore are well-trained and committed to providing quality programs for students. The schools throughout the District have made a strong financial commitment to secure and retain a well-trained faculty. Effective in-service programs are provided on an ongoing basis. Extension courses for vocational instructors are

provided, through the University of Massachusetts-Boston, on site at North Shore Regional Vocational School, and are publicized throughout the District. Instructors have demonstrated a willingness to participate in district-wide and region-wide in-service programs, and to share their expertise with instructors in other systems.

4. The potential for serving a diverse population, including adult learners, has yet to be fully explored, and is anticipated to be great. With the dwindling secondary level population, it is necessary to go beyond the traditional-aged student. Although this has been done successfully with small programs, the potential for growth in this area is believed to be significant, and there appears to be a willingness, based on the small successes which have been achieved, to expand services for a variety of populations, including a growing immigrant population.

5. North Shore Regional Vocational School District has an excellent rapport with the local business and industrial community, and boasts an exceptionally high placement record. Its relationship with the business and industrial communities transcends city limits, and expands throughout the District, and beyond. The high level of satisfaction registered by employers ensures a ready market for graduates from all programs from throughout the District. Working, on a regular basis, with over two hundred fifty employers in diverse industries, and having contact with over one thousand employers, provides North Shore Regional Vocational School District with tremendous resources in

placing students and graduates. This is an area which the city schools lack, and which they view as an area of tremendous benefit to them and to their graduates.

6. The Commissioner of Education has pledged his support to the efforts involved in this project [personal communication, 12/21/88]. As has been stated, North Shore Regional Vocational School District has been plagued with many problems since its inception. A proposal to attempt to resolve some of the outstanding issues in the District, and to provide opportunities for greater understanding, communication, and collaboration met with great enthusiasm from the Commissioner. Some of the proposed solutions represent departures from the somewhat rigid Chapter 74 regulations, and he views the experiment as having potential for addressing some of those concerns surrounding vocational education elsewhere in the Commonwealth.

7. Administrators, school committee members, and local elected officials are willing to explore options. Marquis and Kendall's [1987] study, although not wholly satisfactory to its intended audience, helped to create a readiness for change, and galvanized heretofore disparate forces into a cohesive unit in opposition to their study. Further, current fiscal constraints and undersubscribed programs, as well as an increasing awareness of the need to collaborate on a variety of issues, have added to that state of readiness. Many new superintendents have been appointed on the North Shore in recent years. Their expertise and willingness to experiment, coupled with changes in school

committee membership and the previously mentioned issues, create an atmosphere conducive to change.

8. Problems created by declining enrollment encourage participation to ensure program viability. With decreasing numbers of high school students, many vocational programs have experienced declining enrollment which seriously jeopardizes program continuation. Merging of programs and regional recruiting for city programs provide possible solutions to program continuation with viable numbers of students enrolled.

9. Finite resources encourage collaboration to develop cost-effective delivery of services. In past years, fiscal autonomy enabled school committees to offer programs with little regard for cost. Proposition 2 1/2 and declining state aid have set limits on funds which force school districts to make decisions to eliminate some services. Such a situation, while not desirable, forces school districts to look at resource allocation in different, and often creative, ways. If the cost savings outweigh the loss of local control, there is often a compelling argument for collaboration, where previously no such incentive existed.

10. North Shore Regional Vocational School District owns a large fleet of school buses and operates a well-organized, efficient transportation system throughout the region. When the District was formed, a decision was made to purchase school buses, hire drivers, and maintain buses on site. Over the years, this decision has resulted in one of the most cost-effective pupil transportation systems in the Commonwealth, and, because the drivers are

employees of the District, there is a high degree of reliability to the District's transportation delivery. Well-maintained buses cut down on the number of breakdowns experienced, and add to the reliability of the system. Because the District is so large geographically, opportunities to transport students between and among schools for services other than vocational education are attractive to member communities. The possibility of substantially cutting down special education transportation expenses for students in out-of-town, but in-district placements is particularly attractive to area superintendents. Further, transporting students midday to vocational programs presents no major problems with the well-defined transportation system already in place.

11. Recent changes in membership of the North Shore Regional Vocational School District Committee have brought with them an open attitude toward change. For a sixteen-member committee, the North Shore Regional School District Committee experienced an amazing degree of stability over the years since its inception. Until recently, many members were original members of the planning committee. Many of them harbored resentment over events of the past, making it difficult for them to welcome change or open communication with some member communities. Recent retirements, and the appointment of new members who were not party to the disappointments of the past, have created a new willingness on the part of the North Shore Regional Vocational School District Committee to try to resolve some of the

problems, created long ago, which still plague the District and impede its progress and growth.

12. North Shore Regional Vocational School District's organization permits regional efforts without forming a new, complex legal entity. The District Agreement provides for the operation of programs and/or schools in more than one location. The legal status of the District and the fact that member communities already have membership and representation on the District Committee facilitate cooperative and collaborative efforts. As a regional school, North Shore Regional can serve as the area coordinator of vocational education and facilitate joint grant applications and administration, sharing and transfer of student records, sharing of teachers, etc., without establishing another legal entity, such as a formal collaborative. The legal ramifications of such efforts have been fully reviewed with the Department of Education, and, because of the broad authority of the District, it is possible to facilitate a variety of regional initiatives within its existing structure.

E. Analysis of Theoretical Policy Statement

The theoretical policy statement which was proposed by this researcher will now be analyzed and examined, utilizing Wergin's [1976] Model. Wergin's major proposition states that "Policy is formulated as a result of political pressures representing vested interests both within the organization and in its extraorganiza-

tional environment. Policies should, therefore, be evaluated by the extent to which they are submitted to open political choice" [Wergin, 1976, p. 94]. Vested interests, or political forces, within the organization may be identified as the School Committee, the administration, the teachers, the students, and the parents.

Vested interests in the extraorganizational environment include primarily vocational/occupational directors, superintendents, whose responsibility it is to present a rational budget, local city and town officials who are concerned about the tax rate in their communities, and local school committees, who are concerned about programmatic and budgetary control. Obviously, each of these vested interests has different agendas regarding vocational education policy, and each exerts political pressures in different ways. As we proceed through Wergin's corollary proposals, the level of political pressure brought to bear will be considered.

Each of the corollary proposals which Wergin posits will be discussed as it relates to the proposed policy. The first of his corollary proposals states that "Policy choices occur only when personal values are in conflict" [Wergin, 1976, p. 94]. Although there is general agreement throughout the North Shore Regional District that vocational education is of value, the method of delivery and the issues of governance and ownership are certainly in conflict, as has been demonstrated through the literature and the historical description of the North Shore Regional Vocational School District. Therefore, it may be fairly stated that personal values are in conflict, thereby necessitating policy choices. The

theoretical policy statement, which is presented as the ideal policy, challenged probably the most sacred and central of the personal values which have long been in conflict by proposing that all Chapter 74 approved programs in the District operate under the jurisdiction of the District administration. Individuals hold dearly that personal autonomy which they feel empowers them. The proposal was acceptable, on a personal level, to the vested interests within the organization (the District), but totally unacceptable on a personal level to those external to the organization upon whom such a policy would have the greatest impact. Even though it was proposed that the current vocational coordinators serve as site coordinators, their loss of autonomy, real or perceived, was too great a personal sacrifice. Therefore, the predictability of political acceptance of such a policy alternative is extremely low.

Wergin's second corollary proposition states that "Questions of worth may be decided only by means of political decisions. Successful policies are, therefore, those which are built upon a broad base of political support" [Wergin, 1976, p. 94]. Support for the original formation of the district was eroded by the lack of broad political support, and many who originally supported the formation of the district withdrew their support over the issue of local autonomy and continuation of existing vocational programs. Has the District been successful in creating a broad enough base of political support to ensure that the proposed policy will be successful? The inclusion of many of the staunchest advocates of

local autonomy in the policy formation process, which Wergin characterizes as co-optation [1976, p. 104], and the input received from those individuals and groups, along with the current fiscal situation in which local districts find themselves, it is believed, has provided for the creation of broad support for the proposed policy.

Certain elements of the policy, however, such as placing all vocational programs under the jurisdiction of North Shore Regional Vocational School District, will not have sufficient political support to ensure their success. It is believed that it is necessary to revise portions of the related section of the theoretical policy statement to ensure the policy's political acceptability by a sufficiently broad constituency to guarantee its success. As may be seen, the issue of jurisdiction is so central to the predicted success of this policy that it is essential that it be resolved, or, it is believed, the entire policy is doomed to failure. While the resultant proposal may not be the ideal, it has the highest level of predictability for acceptance. This researcher maintains that, once this issue is resolved and an acceptable policy is in place, it may be utilized as a stepping stone to a policy which more closely approximates the ideal. All of the data point to a positive reception for the modified policy statement. It is this researcher's firm belief that, given the current climate observed in the area studied, the modified policy will succeed in helping to restructure the delivery of vocational education in the North Shore area of Massachusetts studied.

Wergin's third corollary proposition states that "Organizational policies are usually not able to satisfy all participants and must, therefore, develop strategies for dealing with value conflicts" [Wergin, 1976, p. 94]. He identifies strategies for dealing with such elements in the policy-making process as competition with other organizations for support; bargaining with other organizations for goods and/or services, which may be translated, in this case, into students and programs; co-optation, which is permitting elements external to the organization into the policy-making process; and coalition, which he defines as a "combination of organizations for a mutually agreed-upon purpose" [Wergin, 1976, p. 104].

The development of a proposal whereby the site administrator/vocational coordinator/director in each community would share in curricular and other programmatic decisions regarding programs operating in his/her school, and participate in the development of all new programs, is an attempt to deal with the value conflicts which have been identified. This strategy may most probably be viewed as bargaining, and possibly approaches co-optation. The value conflicts referred to here occur in two areas. The issue of ownership most certainly crops up as a value conflict. While the North Shore Regional Vocational School District believes that the ideal organization for the delivery of vocational education is through the District exclusively, the cities certainly do not agree with that belief. The three cities, Gloucester, Beverly, and Salem, are firmly committed to autonomous control of the

programs which have operated in their schools for many years. Hence, the ownership of programs is a critical issue which causes a conflict of values between the cities and the regional district.

Further, the ability of students to participate in programs while still retaining membership in their home schools is another attempt to address the value conflicts which exist around how and where vocational education should be offered. This value conflict revolves around the argument of whether vocational education is better offered in a regional center or in a comprehensive high school. Further, the issue of half-day programming versus full-day, week about programming often enters into this conflict, as well. There are proponents of both within the District, just as there are across the country. Bridge programs, and other similar options for flexible vocational education participation, are offered in recognition that this is a deep-seated conflict which can best be addressed through compromise.

Wergin's fourth corollary proposition states that "An organization must seek to maintain its autonomy: dominance by either extra- or intraorganizational factions invite entropy" [Wergin, 1976, p. 94]. Proposals such as the Satellite Proposal would have destroyed the autonomy of the North Shore Regional Vocational School District by eliminating any identifiable school as its school. Such an occurrence is clearly unacceptable to the governing body of the North Shore Regional Vocational School District. By the same token, cessation of all programs offered at city vocational schools would have stripped the cities of any

autonomy in the operation of vocational education, and such was clearly unacceptable to them, as well. Maintaining programs in city vocational schools under the auspices of North Shore Regional Vocational School District is not, as yet, an acceptable policy to the cities, and needs to be modified. It was proposed that, by providing the vocational directors input through the Vocational Education Steering Committee, the issue of autonomy had been addressed. It is the considered opinion of the researcher that the theoretical policy statement will not work in this regard. Again, this is so central to the acceptance of the policy that it must be addressed further, and a politically acceptable alternative provided.

Wergin's fifth corollary proposition states that "The effectiveness of organizational policy decisions depends upon the type and amount of information available concerning the political environment and impacts of prior policies" [Wergin, 1976, p. 96]. Much has been discussed regarding prior policies governing vocational education. Clearly, insufficient information was available concerning the political environment at the time the regional district was formed, and at the time the vote on the bond issue was taken. Numerous accounts of the sparsity of information and the uncertainty over the fate of the city vocational schools attest to that [Benton, 1974; Cahill, 1974; Clark, 1974a; Holmes, 1974c, 1974g; Keegan, 1974; "Make vo tech vote work", 1974; "Voke ed facts", 1973]. It is necessary to learn from the impacts of prior policies, especially the inefficiency of duplication

of undersubscribed programs, the competition which was created as a result of duplicative programs, and the negative feelings which resulted from some of the policy decisions of the past. It is for this reason that the researcher delved so deeply into the history of the District, so that the knowledge of prior policies and their impacts could be employed to avoid similar errors as new policy was formulated. Involving the adversaries from the city vocational schools, and providing accurate information on an ongoing basis, not simply when there is a problem, help to ensure that sufficient information is available on a consistent basis.

From his corollary propositions, Wergin goes on to identify the four steps which must be present for political decisions to be open. Those steps are (1) "the political forces impinging on a policy decision must be identified, (2) these factors must be consolidated into an acceptable policy, (3) the policy must be implemented according to plan, and (4) information concerning the impact of the policy must be made available to the political arena for use in future policy choices" [Wergin, 1976, p. 97]. The political forces impinging on a policy decision have been identified as local politicians, such as mayors, boards of selectmen and finance committees, school committees, and school administrators and teachers. Surrounding all of these players are the issues of local control and fiscal autonomy. These issues have been addressed rather extensively in the sections on problem elements and organizational constraints. Each of these players has been involved in the organization of the North Shore Vocational

Education Partnership, and close attention has been paid to those issues, such as control, ownership, and costs, which are of most importance to these groups.

Of his second step, consolidating these factors into an acceptable policy, that was certainly the intent of the proposed policy statement. Issues surrounding control, particularly of existing programs in city schools, it appears, may need to be clarified in order for this policy to gain general acceptance. This researcher has concluded that the issues of local control and autonomy are so central that a major revision from the ideal theoretical policy statement presented in Chapter 1 is necessary to provide any degree of predictability of political acceptance. The modified policy statement deals realistically with the issues of local control and autonomy, based on the inputs received, and proposes a compromise which, it is believed, has a high degree of predicted political acceptability and efficacy.

The third step, that of implementing the policy according to plan, is in process, utilizing the North Shore Vocational Education Partnership as the planning vehicle. As policy is being implemented, however, it is constantly being clarified and redefined as a result of feedback from Steering Committee members.

The fourth step, that of making information on the impact of the policy available to the political arena for use in future policy choices, remains, as evaluation of the implementation of the policy takes place.

Examining Wergin's [1976] Model in another way, let us identify the policy inputs which he identifies as "organizational resources with which the organization may bargain (and) . . . the political 'pressure points' upon the organization" [Wergin, 1976, p. 99]. These, stated in Sections C and D of this chapter, are essentially the problem and positive elements which have been identified as existing throughout the District. Key among the political pressure points are local control, fiscal responsibility, and the seeming impermanence of the District created by its lack of a permanent home. The issue of local control has been addressed by involving as many of the key players as possible in the decision process. A case for fiscal responsibility on the part of the District has successfully been built over the last four years, with the increase in credibility which has been brought to the budget process. Further, increased fiscal responsibility can only be attained by eliminating unnecessary duplication of programs. Given the budgetary constraints under which all players are now forced to operate, this area has become a true pressure point in the District's favor. The regional organization of the District serves as a positive bargaining chip in the development of an acceptable policy, particularly as the imperative for increased regional cooperation becomes stronger. The positive image which the District has created within the local business and industrial community, and increasing support from the Department of Education for the programs offered by the regional district, and for the District's efforts with the Partnership, which have taken

the form of positive evaluations, coupled with less favorable evaluations of duplicative programs in the city schools, all serve as organizational resources with which the organization may bargain. Political pressure points include the fact that representatives of the District have access to three senators and seven state representatives, where local communities have access to only one of each. Another political pressure point which the District has developed in its favor is that it is the only vehicle for providing vocational education to thirteen of the sixteen communities which comprise the District. This fact has encouraged the thirteen communities to become more vocal in their desire to see positive growth, instead of counterproductive competition, and to ensure that the vocational offerings open to their youngsters are at least equivalent to those open to youngsters in other sections of the Commonwealth.

The transformation phase of Wergin's [1976] model is the phase in which we are currently engaged, and the step at which this researcher will complete her work for this dissertation. This phase is defined as consolidating the political forces identified through the evaluation of policy input into a single course of action [Wergin, 1976, pp. 102-103]. The theoretical policy which was proposed for the delivery of vocational education on the North Shore must now be thoroughly evaluated, and a prediction on the likelihood of its success made before its implementation. The evaluation was conducted utilizing Wergin's Organizational Policy Evaluation Model. The model assesses the inputs in terms

of internal political strength and external political pressure and assesses the transformation phase through assessing the sounding out process and the political strategies.

The theoretical policy statement presents proposals for governance, funding, administration, and facilities, and addresses a number of the political pressure points. In order to evaluate the theoretical policy statement utilizing Wergin's [1976] Organizational Policy Evaluation Model by applying his corollary propositions, it will, first, be necessary to identify and discuss the above-mentioned elements of the policy statement.

In the category of governance, the theoretical policy proposes that all Chapter 74 programs operating within the district come under the auspices of the North Shore Regional Vocational School District. This represents a major departure from the current structure, where those programs operated in the District school are under its jurisdiction, and all other programs are governed by the school committees of the cities in which the programs are housed. Of all the proposals within the theoretical policy statement, this is the one most subject to rejection by the political players, and the one most fraught with danger due to its direct attack on the local autonomy of all of the organizations. Has there been sufficient growth within the affected organizations to permit the loss of autonomy for the express purpose of a greater coordination? Based upon an evaluation of reactions by the principals, when presented to them at a meeting of the Vocational Education Task Force held on January 4, 1989, to this portion of

the proposal, it is believed that adjustment must be made in this proposal for governance to be shared in order for this policy to gain the broad base of political support necessary for its success. A revision of this proposal will follow the evaluation of the complete policy statement.

It is proposed that funding of all Chapter 74 programs be assumed by the regional district, and that grant funds be pooled and accessed through the regional district. If the proposal for governance were acceptable, this would be a reasonable approach. Initial testing of this section of the proposal reveals that, in theory, the concept of the regional district bearing all the responsibility for funding is quite acceptable. However, it would not be acceptable to the District if the governance were not to be a part of the policy. Therefore, since a change in the governance proposal is suggested, it is anticipated that a change in the funding proposal also must occur. In the area of grants, there has already been implementation of this phase of the proposed policy, with no adverse affects. Because North Shore Regional was willing to assume responsibility for writing, submitting, and administering the grants, and because the proposals were written with input from those surrendering their funds to benefit the District as a whole, this facet was quite acceptable, and met with much success. It should be noted that one of reasons for the success of this segment is believed to be the fact that grant funds are not local funds, so there is less concern over control of them.

The proposal regarding facilities met with little resistance in that the regional district proposed to pay for the use of facilities within member school buildings and to permit the site coordinator/building administrator to function as the site administrator of any such program located in a member school building. The assessment of students from the community in which the program is situated as North Shore students met with some opposition when it was tested, primarily because it would necessitate "new money". A similar, but modified, plan, whereby credits and debits would be applied, appears to be more politically acceptable, and will be explained in the forthcoming revised policy statement.

The major political pressure points addressed in the theoretical policy statement, aside from the governance issue, which is the most critical of all the political pressure points, may be identified as program location, jurisdiction, ownership of students, participation in athletic competition, and job security. An overarching political pressure point is the difference in values between proponents of single-purpose institutions and those who prefer comprehensive education.

In addressing these issues, this researcher attempted to reach compromises which would be politically acceptable without creating negative impacts on program integrity. Therefore, it was proposed that new programs be developed jointly with the sending schools and that they would operate where the most appropriate space and best community resources exist. It was

further proposed that any such programs would be administered by North Shore Regional Vocational School District, with the site administrator having responsibility for daily supervision of teachers and students in his/her building. Because new programs do not have an historical context, there is little local investment in them. Therefore, it is deemed politically acceptable for them to be administered by North Shore Regional Vocational School District. Involving the member communities in identifying needs and planning new programs helps to ensure their future investment in the programs. Determining the site based upon available space and the best community resources helps to secure the future success of the program, and utilizes space currently unutilized or underutilized in member schools, thus generating some additional revenue for them. Providing supervisory powers to the site administrator addresses the issue of having "strangers in the building over which there is no control". Preliminary testing indicates that this proposal will meet with a significant level of support from a broad-based constituency.

It has long been a source of pride on the North Shore for a student to attain a diploma from a particular high school, either because that school has a particularly good reputation or because there is a strong family tradition of graduating from that high school. Further, where student numbers are of tremendous concern, particularly in the smaller schools, continuation of some of their programs and continued employment of teachers and other professionals is often felt to be jeopardized by the total loss

of membership of students to the District school. The proposal that students be permitted to have the option of attending the regional school on a full-time or part-time basis addresses both of these issues, and has met with wide acceptance.

Competition for athletes is not limited to colleges, where star athletes are actively recruited. In the realm of North Shore high school athletics, students who are promising athletes have been actively discouraged from taking part in vocational education if it meant going to the regional school. Further, North Shore Regional does not participate in two popular high school sports--football and hockey. Half-time participation in North Shore Regional vocational programs and half-time participation in home town academic programs enables a student to retain, for the purposes of Massachusetts Interscholastic Athletic Association [MIAA] eligibility, the right to play those sports for the home town high school. Further, those students who may not be good enough to make a team in some sport in their home town high school in which North Shore does participate have an additional opportunity to participate in league competition by playing for North Shore Regional. A proposal currently before the MIAA would permit full-time regional vocational students to retain their eligibility to play for their home town high schools. This proposal is being anxiously watched, as its outcome could have a significant impact on the efforts of the Partnership. This proposal has met with overwhelming support from high school principals in the area, who do not feel threatened that they will lose their star

athletes because they wish to participate in vocational education at the regional school. It has also been greeted enthusiastically by student athletes who wish to participate in vocational education, but who also wish to play a sport not offered at North Shore Regional.

Concern over continued employment, tenure, longevity, and salary issues have been expressed by both administrators and teachers in vocational education programs in the city high schools. Schools with fewer than five Chapter 74 approved programs are not required to employ full-time directors. Therefore, any changes in program jurisdiction would endanger vocational directors. Merging or elimination of programs affects teachers who might be in excess, and calls into question issues of tenure, longevity, and salary equity, as well as continued employment. By guaranteeing continued employment for a period of two years, teachers retain some job security, and can plan for future eventualities, such as resignations, retirements, etc. By calling for a site administrator for programs in buildings other than North Shore Regional's facility, the continued status and employment of vocational directors is more or less ensured, and they feel less threatened. Throughout the exercise of developing the theoretical policy statement, the unique character of the North Shore region and the political realities of the area were kept in mind.

The initial proposed policy appears to contain some areas which will make it politically unacceptable. Those sections will be revised, incorporating what has been learned. Acceptable policies

are those which allow compromise without destroying the overall goals of the policy. North Shore Regional Vocational School District has survived some disastrous policy decisions made in the past, and is now strong enough, this researcher believes, to bargain away some of its power and autonomy in order to achieve an overall policy for the delivery of vocational education which not only meets with broad political acceptance, but enhances vocational education opportunities for students throughout the region.

F. Modified Policy Statement

Given the foregoing evaluation of the policy inputs, the following modified policy statement is set forth. This policy statement, it is believed, incorporates what this researcher has learned about the political realities of the North Shore, which cannot, as our Associate Commissioner for Occupational Education has suggested [personal communication, 1/89], be ignored, if the District is ever to achieve true acceptance and legitimacy. Further, the modified policy statement serves to synthesize what this researcher has discovered about policy formation. This modified policy statement incorporates portions of the original theoretical policy statement, as well as portions of the Proposed Statement of Intent to Collaborate (Appendix D) and the North Shore Vocational Education Partnership (Appendix E), both of which were authored by this researcher, and which have been widely reviewed within

the District. It should be noted that the North Shore Vocational Education Partnership was adopted by each member school committee of the North Shore Regional Vocational School District between January and March of 1989, and was endorsed by the North Shore Superintendents' Round Table, the Associate Commissioner for Occupational Education, and the Commissioner of Education of the Commonwealth of Massachusetts. Although the North Shore Vocational Education Partnership has met with broad support, this researcher believes that the region is politically ready to accept a more formal policy, which is proposed below.

This agreement by and among the subscribed school committees from the towns of Beverly, Danvers, Essex, Gloucester, Lynnfield, Manchester, Marblehead, Nahant, Rockport, Salem, and Swampscott, and the school committees of the Hamilton-Wenham Regional School District, the Masconomet Regional School District, and the North Shore Regional Vocational School District, referred to hereinafter as member communities, is made pursuant to the terms of the *North Shore Regional Vocational School District Agreement*, and any other terms of the regional agreement notwithstanding, the member communities agree to collaborate in the planning, organization, housing, implementation, and delivery of vocational education programs throughout the District.

The primary purpose of the Partnership is to maximize educational quality in the member school districts. It is based on the premise that there are many things in education which can be done more effectively and efficiently by the pooling of resources

among a number of school districts. It is anticipated that each district will be able to broaden substantially the number and quality of programs and services available to students regardless of district size. The Partnership will address itself to education broadly, supporting those programs and projects which, in the discretion of the Joint Vocational Education Steering Committee, merit attention. Major thrusts of the Partnership will be in the areas of vocational, occupational, and career education.

It is agreed that all Chapter 74 approved vocational programs currently in operation in city high schools will continue to be governed by the city school committees, and administered by the local administration. It is further agreed that all existing programs which operate in more than one location will operate collaboratively, and that the parties involved in their administration will plan jointly in regard to curriculum development, program modification, recruiting, and equipment acquisition, including joint grant writing and pooling of federal and state vocational education funds, where appropriate. The Joint Vocational Education Steering Committee shall provide the vehicle for the collaborative operation and planning for said programs. Should declining enrollment or poor placement opportunities necessitate the closing of one or more such duplicative program, the Joint Vocational Education Steering Committee will study the program offerings, the facility, the equipment, and the instructors, and make recommendations as to which programs should be merged, phased out, or eliminated. Should it be decided that such

a program should be eliminated from the North Shore Regional Vocational School District, the District will assume the administration of the remaining program or programs, and may place students from throughout the District in said program or programs, regardless of their location. Students so placed will be assessed as North Shore Regional Vocational School students, and a credit on the city's assessment will be issued to the city in which the student is enrolled.

All new vocational programs will be planned, developed, organized, and implemented collaboratively, and will be administered by North Shore Regional Vocational School District. Such programs may be operated in the district facility, or, if deemed more appropriate because of space considerations or local resources to support a particular program, in available space in an area high school, with the consent of the local school committee. If space is utilized in other than the regional district facility, the North Shore Regional Vocational School District will rent the space from the local school at a cost of no more than the standard cost of operating said space, including heat, light, and custodial services. While the overall administration of said program will be the responsibility of the North Shore Regional Vocational School District, the site administrator, who in most cases is the vocational coordinator or director, will serve as the site administrator of said program, with authority over the instructor and the students while in his/her building.

Each member district shall designate a member to the Joint Vocational Education Steering Committee, which will meet in an open meeting on a regular basis. Each member will have one vote. The Massachusetts Department of Education will designate an individual from the Division of Occupational Education to serve in an advisory capacity, as a non-voting member, to the Joint Vocational Education Steering Committee.

The role of the Joint Vocational Education Steering Committee will be to monitor vocational education offerings as to responsiveness to local labor market needs, student demand, and placement effectiveness. It will recommend, with the Program Advisory Committees, the acquisition of equipment to ensure that programs are technologically current, and will make recommendations as to program continuation and the adoption of new programs to meet emerging labor market and educational needs.

Students from any member municipality may access programs operated in any other member municipality. All members of the Partnership will receive preference in placing students into programs. The Regional District will serve as the coordinator of all such requests, and will maintain a current, up-to-date listing of available spaces in programs within the District. In the event that a program is oversubscribed, the Joint Vocational Education Steering Committee will utilize the selection criteria presented in the North Shore Regional Vocational School District's Admissions Policy, which has been approved by the Department of Education. Students from member municipalities

other than the city which operates the particular program participating in such programs operated by city vocational schools will be assessed through North Shore Regional Vocational School District as students in attendance at North Shore Regional Vocational School, and a credit will be issued against the city's assessment to North Shore Regional Vocational School District. Transportation for students attending such programs will be coordinated through the District office.

Half-day and full-day options will be provided, where practicable. It is recognized that some vocational programs do not lend themselves to this option. Students will have the option of attending North Shore Regional for academic instruction, as well as vocational instruction, or, of attending their city or town high school for academic instruction. Again, it is recognized that there are some instances where the scheduling of this arrangement would be exceedingly difficult, if not impossible. However, in order to facilitate these options, each high school agrees to make every effort to coordinate class schedules so that, where appropriate, students may attend one school for academics and another for vocational instruction. North Shore Regional Vocational School will maintain its status as a high school, and will continue to offer full-time, integrated, academic and vocational programs for those students for whom such a program is most appropriate, and who wish to participate in vocational education in this manner. However, students who wish to elect a portion of a vocational program offered in a site other than the high school they attend

may access such programs on less than a full-time basis. The awarding of credits for such electives will be standardized, where possible, and, in unique cases, will be negotiated by the Regional District with the school the student attends for academic instruction.

Students who opt to take advantage of part-time offerings through North Shore Regional Vocational School District will retain their eligibility to participate in sports and other extra-curricular activities within their communities of residence. Further, part-time students who are not selected for a team in their city or town of residence will have the option of participating of North Shore Regional's teams, if they so desire. Full-time students of North Shore Regional Vocational School, or of another school which offers the vocational program of their choice, if not their home town, will also retain their eligibility to participate in sports and other extra-curricular activities within their communities of residence.

Specialized academic offerings, such as foreign languages or advanced science or math courses, offered only at selected high schools, will be available to vocational students throughout the District, again, as time and logistics permit. High schools offering such programs agree to make every effort to schedule such offerings at a time which provides the greatest opportunity for vocational students to participate in them.

Recruiting and career information programs presented by North Shore Regional Vocational School District, and all other schools within the District, will include all programs operational

throughout the District. North Shore Regional will coordinate the application process and other administrative tasks associated with this effort.

Decisions to retain programs, especially in the instance of similar programs operating independently in separate locations, or to add a duplicative program in another location to enlarge its availability and accessibility, will take into consideration total demand throughout the District, and will be made with the goal of retaining as wide a variety of options for students as possible. All such decisions will be made on the recommendation of the Joint Vocational Education Advisory Committee.

A unified evening school program for both vocational and practical arts will be administered by North Shore Regional Vocational School District, and will operate programs at sites throughout the District to facilitate access to people from various geographical areas in the District. Offerings requiring specialized equipment will be offered in the site, or sites, which house such equipment. A regional mailing done by the North Shore Regional Vocational School District will ensure publicity of programs and will maximize opportunities for adult learners throughout the region.

Joint articulation agreements with North Shore Community College and other institutions of higher education will be established, thereby eliminating the necessity for each school to develop an independent agreement. Not only will it allow the communities to work cooperatively, but it will certainly facilitate

agreement with the community college and other institutions of higher education by streamlining the process to dealing with one entity instead of many. Such articulation agreements will address both vocational and academic articulation.

North Shore Regional Vocational School District will file the Vocational Education Program Plan with the Department of Education for the entire District, and all its vocational and occupational education offerings. Development of this plan will be performed by the Joint Vocational Education Advisory Committee to ensure that all concerns for both vocational and occupational education are addressed. All vocational and occupational education grants will be prepared and administered by North Shore Regional Vocational School District. All school districts eligible for any funding under such grants will designate their allocations to the North Shore Regional Vocational School District, which will plan and prepare the grants in conjunction with the Joint Vocational Education Steering Committee. This strategy will ensure that all available monies are accessed, and will enhance the overall impact of projects by pooling funds to develop meaningful, far-reaching programs. Programs developed with such funds will be designed to benefit the entire region, and may be operated in schools other than North Shore Regional's school if the Joint Vocational Education Steering Committee so advises.

Teachers found to be in excess as a result of program closings recommended by the Joint Vocational Education Advisory Committee will retain all rights of seniority in the school in which

they were employed, and, if transferred to a program under the auspices of North Shore Regional Vocational School, will be guaranteed tenure as if they had previously been employed by the District. Placement on North Shore Regional Vocational School's salary schedule will be at the same step and level at which they would have been had they remained in the employ of a city or town, and their salaries will not be reduced to a level below that which they would have received in the employ of said city or town. Every effort will be made to retain any tenured teachers deemed to be in excess due to any program closing, and, in any event, said teachers will be retained for a period of two years, and employed in a capacity as close to what they had been employed as as possible. All schools within the District agree to give preference to teachers laid off as a result of this policy change, should the teacher be certified to teach in an area in which they have an opening.

G. Prediction of Political Acceptance and Efficacy of Theoretical Policy

It is predicted that the modified theoretical policy statement has a high degree of political acceptability and efficacy for the North Shore Regional Vocational School District, the member school districts which offer Chapter 74 approved vocational education programs, and the political leaders of the cities and towns which comprise the District.

Wergin states that "A case must be built for the policy by indicating how its implementation is to result in impacts that will be viewed by the community as better than the status quo" [Wergin, 1976, p. 100]. Through the numerous meetings with School Committees, city and town officials, and school officials in which this researcher has engaged over the last two years, it is apparent that there is a readiness for change brought about by a dissatisfaction with the status quo. The current delivery system for vocational education is much too costly, and has become stagnant as a result of the draining effect of competition. In designing the modified theoretical policy statement, past policies were evaluated thoroughly to identify sources of the current problems. That knowledge, along with data on educational research in general, and vocational education research specifically, was brought to bear on the theoretical policy statement.

Further, the model which is most common in Massachusetts, that of the self-contained regional vocational high school, was set aside to allow room for creativity in light of the actual constraints and political realities of the area being studied. It was paramount to this researcher to help create a framework which would permit and promote greater understanding of the value of cooperation and collaboration in vocational education by overcoming some long-standing, deeply-held beliefs and traditions. Central among those long-standing, deeply-held beliefs and traditions is local control. The modified policy accedes to the political pressures of the vested interests external to the organization, and, yet, retains

the autonomy of the District, as well. It does, however, move toward District jurisdiction of programs, by calling for District governance of any new programs. This policy alternative balances the relative need for autonomy with the desire to collaborate, and is predicted to be acceptable. It is predicted that the entire modified policy statement will meet with sufficient political acceptance to guarantee its efficacy as an effective policy. The Joint Vocational Education Steering Committee ensures a broad base of political support, and sufficient support for the concepts set forth in the modified policy statement has been gathered from other constituencies, such as school committees, superintendents, and city and town government officials, to provide more than adequate support for the policy.

The flexibility with which students may access vocational education addresses the expressed needs of school personnel, students, and parents in many of the small towns, and is not a value conflict within the cities. Therefore, it is anticipated that this provision will help to garner support from towns within the District for the proposal, and for vocational education, as well.

The provision for collaborative planning of all new programs, and the joint planning on the closing of programs permits growth and change, while reducing the threat of elimination of critical programs, and, it is believed, will create a reality which is better than the status quo. Although there are areas within the modified policy statement which are not acceptable to everyone, the potential good which may accrue to all

vocational programs, it is believed, outweighs the areas which are not totally acceptable, and, therefore, provides the necessary impetus to accept the modified policy.

CHAPTER 6

SIGNIFICANCE AND CONCLUSIONS

A. Conclusions

The purpose of this dissertation was to design and implement a project of which the long-range goal is to enhance cooperation and collaboration among the several institutions which comprise the North Shore Regional Vocational School District. A shorter range goal of the project was to create a framework for greater understanding and communication among school personnel, as well as among community members at large. The number and subjects of the contacts with both groups, as documented in Appendix A, attest to the actualization of this short-range goal. Two major questions were posed at the outset of this project which relate to the above-stated goals, and which beg to be answered as this study concludes. They are as follows. Given the common goal of providing quality vocational technical education programs for all students on the North Shore who desire them, and desire on the part of local school districts to retain autonomy and political control, is there a solution which meets the goal, while minimizing the political concerns of member communities? Further, how can cooperative and collaborative efforts be inaugurated in light of the deep-seated suspicions, the

expressed need for local control of programs and students, and a long history of competition?

The two questions, above, may, I believe, be answered by building a case for the modified theoretical policy statement by "indicating how its implementation is to result in impacts that will be viewed by the community as better than the status quo" [Wergin, 1976, p. 100]. It has been amply demonstrated through the review of the literature and the historical description of the North Shore Regional Vocational School District that there is a high degree of dissatisfaction with the status quo as it relates to vocational education service delivery on the North Shore. Some vocational programs had already been forced to close due to low enrollment, the inability to acquire up-to-date technology and instructors to teach it, and fiscal constraints brought about through difficult budget decisions. The vocational directors in each of the city schools were being faced yearly with hiring freezes, layoffs, and no replacements for retiring staff. It was obvious that something had to be done or the city vocational programs would fall of their own weight. Because of the constant fierce competition and the budgetary constraints placed upon the regional district, its position was not much healthier. I suppose one could make a case that the downfall of the city vocational programs would eventually have benefitted the regional district, but, in the interim, further damage would have befallen the District, and, most critical, students would have suffered through the reduction of available vocational offerings.

Therefore, it appeared that the problem facing vocational education in the North Shore area of Massachusetts was of significant merit and magnitude to warrant a major policy formation project. The positive elements which this researcher identified in Chapter 5, along with the encouragement of the Division of Occupational Education to try to solve this issue, and the apparent willingness of the other organizations involved to try to find something better than the status quo, lent great impetus to this researcher's efforts.

After numerous meetings to collect data and to attempt to identify accurately the problems which needed to be resolved, the initial theoretical policy statement was tested with the various players. When the major drawbacks to that policy statement were identified and evaluated using Wergin's [1976] model, it was determined that the policy, as presented, had a relatively low predictability of success.

In any policy study, one of the most crucial determinations is whether or not the correct problems were identified. As was stated in the Review of the Literature, choosing the wrong alternative from among several possible alternatives is not fatal if a less desirable alternative is selected [Kraemer, 1973; Quade, 1982; Ingraham, 1987]. However, identifying the wrong problems results in solving the wrong problems. The problems which were intended to be solved remain unidentified, and, hence, unsolved. It is this researcher's belief that, in fact, the correct problems were identified in this study. The major problems, which were

identified in Chapter 5, have each been addressed in this study. Some are outside the realm of this researcher to solve, and thus would be considered external forces. These were treated as constants, which could not be changed. One of the problem elements which falls into this category is the size of the total student population on the North Shore, which is a function of demographics, and an element over which there is no control. Also falling into the category of a constant is the large geographic size of the area covered, and the diverse socioeconomic makeup of the area. Again, these are considered constants, over which this researcher has no control. Chapter 74 regulations and current fiscal constraints are also areas which are not subject to change through any efforts or manipulation by this researcher, as is the state of the current facility which houses the North Shore Regional Vocational School District. Although this researcher has been engaged in attempting to secure a facility more suited to the needs of the school, and it is believed such a fortuitous occurrence would help to solve some of the District's problems, it was not a focus of this study, as it does not relate to policy issues.

Remaining, then, are the problems to which it is deemed possible to seek solutions through the recommendation of policy alternatives. Among those problems are the history and politics surrounding vocational education on the North Shore which impede collaboration, which encompass the longevity and historical significance of those vocational programs operated by city schools. Additional problems identified include the jealousy

which exists among schools, the desire to retain students, and the anxiety over job security created by fear of losing any of the dwindling supply of students.

Lastly, the lack of full commitment to the District evidenced by frequent attempts to withdraw from District membership is a problem which this researcher believes can be resolved. One recent researcher of the District identified the flawed legislation which formed the District as the primary problem, and urged that it be changed. This researcher agrees that there are flaws in the legislation, but believes that those flaws can be overcome through policy alternatives rather than through the extremely cumbersome task of changing the legislation. Further, it is believed, by this researcher, that any attempt to amend the legislation in the manner which was recommended by Marquis and Kendall [1987] would open the door for the total demise of the District through amendments designed to limit the number of students who could attend the school, provide an easier route to withdraw from the District, and manipulate the voting powers of the North Shore Regional Vocational School District Committee to give veto power to the cities.

It is this researcher's belief that the *District Agreement*, itself, is not the major problem. Rather, people's perceptions of the *District Agreement* pose a greater problem than the *Agreement* itself. It is possible to change people's perceptions. Based upon a thorough study of the District, numerous meetings held with members of various constituencies affected by the

operation of the District, and the positive changes which have been observed through recent efforts at cooperation and collaboration between the District and the member communities, especially the cities, this researcher contends that the proper problems have been identified.

The modified theoretical policy statement, which was developed as a result of this study, has as its basis a thorough grounding in the research surrounding policy formation, educational theory, vocational education, and vocational education as it is currently structured in Massachusetts. The compromises, chosen from among alternative solutions, may not be the best possible answer to the problems which beset the District, but they are anticipated to be the most generally acceptable, which makes them the best alternatives for the prescribed situation. Policy formation is characterized by compromise, bargaining, and a willingness to give up something to get something better. When dealing with a policy which affects several organizations, it is essential to be cognizant of the internal and external politics of a situation. The modified theoretical policy statement has attempted to take those issues into consideration. The powers of persuasion utilized by the facilitator in such a situation play a critical role in the eventual success of any such policy, which has an affect on more than one organization. In this particular case, positional power was not nearly as important or effective as persuasive power. Many hours were spent engaged in the gentle,

and, sometimes, not so gentle, art of persuasion in order to arrive at the point at which we presently find ourselves.

It was essential that all players recognized that the North Shore Regional Vocational School District was willing to compromise its current position in order to resolve some of the problems which had beset the entire region for many years. This change in the stance of the District represented a vast departure from previous District positions, and required a great deal of persuasion to convince member communities and school officials of the sincerity of this change. Once there was a recognition of the District's willingness to embrace some new approaches, others followed suit with their own willingness to examine options differently.

Keeping in mind what we know about learning, adolescents, and vocational education as a potential strategy for dropout prevention, students' needs to belong and to identify with a group or an organization, the proposed policy statement was formulated to allow maximum flexibility in students' abilities to access vocational education. In addition to meeting the needs of students, this increased flexibility eased sending schools' apprehension over losing students, and addressed parents' concerns about their children losing their contact with their home town high schools.

Providing a joint decision-making body empowers all member school districts to have greater input into vocational education decisions, and helps to alleviate the fear that the North

Shore Regional Vocational School District will attempt a hostile takeover of all vocational programs. Given the proposed policy structure, a takeover would only be affected if it were the consensus of the Joint Vocational Education Steering Committee that such a change should take place in order to facilitate cost savings or to improve educational quality.

In theory, it would be wonderful if the initial theoretical policy statement were acceptable. In practice, however, it becomes obvious that effective policy results from compromises. As long as those compromises do not adversely affect educational quality, and do promote growth, they create a win-win situation in which everyone benefits, instead of the previously documented adversarial relationship which existed among providers of vocational education on the North Shore.

Although the structure and policy which have been recommended for the delivery of vocational education on the North Shore differ from the structure and policy in place throughout most of the Commonwealth of Massachusetts, it is proposed that what has been created is very well suited to the political realities and human resources extant in the area of the North Shore of Massachusetts which is the subject of this research. Vocational education in Massachusetts has often been criticized as being too inflexible and unresponsive to the needs of its constituency [*Post Audit*, 1976; deLone, 1972; *Policy on Occupational Education*, 1976]. This proposed policy certainly addresses those

concerns, and, if successful, may provide a partial answer to the problems which beset vocational education in Massachusetts.

Based upon the level of cooperation and collaboration which this researcher has observed through efforts engaged in over the past two years (Appendix A), and the policy analysis utilizing Wergin's [1976] model, it is her considered opinion that the modified theoretical policy statement proposed possesses a high predictability for acceptance. Its acceptance, it is anticipated, will enhance vocational education offerings and choices for students throughout the North Shore of Massachusetts. While it is highly unlikely that circumstances described on the North Shore of Massachusetts exist exactly as they do anywhere else in Massachusetts, or elsewhere in the country, it is believed that the problem identification and potential resolution may be applicable to areas with similar problems in one or more of the areas addressed. Further, as the fiscal conditions continue to deteriorate, the student population remains at a more or less constant level for the foreseeable future, and more and more demands are put on the educational system to be the answer to all of society's ills, it is proposed that any models for cooperation, collaboration, and flexibility may be useful to educators and others working within a framework of a multiple organizational structure with finite resources and myriad demands.

Among vocational educators on the North Shore, progress has already been observed. Joint planning for a new vocational program, the first in over five years, the merging of two identical,

but undersubscribed programs with a minimum of contention, and a perception that by working together more can be achieved than by working at cross purposes fill this researcher with tremendous optimism for the future of vocational education and its delivery for the North Shore area of Massachusetts. A new attitude appears to be emerging among local politicians, as well, that it is beneficial to belong to the North Shore Regional Vocational School District, and that it, along with the member communities, can provide leadership for a much needed service to a broad range of constituencies on the North Shore.

The use of Wergin's [1976] Open Systems Model was extremely helpful to this researcher. It provided a framework for systematic analysis, and aided the researcher in casting a critical eye on the needs of all the players. It helped to create a balance between what the researcher might hope to happen and the political realities within which this project functions. Frequent reminders throughout Wergin's [1976] Model of the political nature of policy formation were invaluable to the researcher in her efforts.

B. Recommendations

It is the recommendation of this researcher that the modified theoretical policy statement relative to vocational education delivery on the North Shore be fully implemented, and that its impact be evaluated in terms of enhanced offerings to

students and adults, cost savings, and other mutual benefits, such as an improved status for vocational education on the North Shore. There may come a time when the initial theoretical policy statement can be implemented, but, until such time occurs, the modified theoretical policy statement holds much promise for resolution of the problems which have long beset the North Shore vocational education community.

APPENDIX A

TIME LINE FOR PLANNING PROCESS

DATE	ACTIVITY	COMPLETED BY	RESULTS/COMMENTS
1/5/88	Meeting to discuss the establishment of a half-day pilot program with Masco Reg. H.S.	P. W. Carlson	Concept agreed to by Supt. of Masco
1/22/88	Meeting with Dept. of Ed. rep. Dina Hamilton	P. W. Carlson	Discussion re presentation of problem to North Shore superintendents
1/27/88	Presentation to Nort Shore superintendents	P. W. Carlson	Agreement to est. a task force comprised of Supts. & Supt.-Director of NSRV & area voc. coord.
2/10/88	Meeting with Supt. of Danvers Schools	P. W. Carlson D. Hamilton	Examined poss. avail. space which could potentially be utilized by the reg. voc. school
2/23/88	Meeting with voc. coordinators from area schools	P. W. Carlson D. Hamilton	Disc. of turf issues, political constraints to possible cooperation. Agreed to continue meeting, and to plan jt. activity to enhance overall image of voc. education
3/3/88	Meeting with sub-committee of NSRVSD to discuss proposed pilot program	P. W. Carlson	Sub-committee recommend to School Comm. that proposal be adopted
3/4/88	Meeting with Supt. Masconomet Reg. to review proposed pilot plan	P. W. Carlson	Agreement reached to present proposal for pilot program to respective Sc. Comm.

3/17/88	Meeting with sub-committee of School Committee re collaborative efforts	P. W. Carlson	Sub-committee recommends endorsement of discussions re collaborative efforts
3/18/88	Mtg. with counselors at Masco	P. W. Carlson Guidance Director	Review of pilot prog. & agreement on procedures
3/23/88	Presentation to Tri-Town Rotary	P. W. Carlson	Enhanced understanding by comm. leaders of proposed programs & voc. ed. & its options
3/25/88	Visit to Hamilton-Wenham Reg. to examine building	P. W. Carlson	It was determined that building was not structurally appropriate or size appropriate for needs
3/30/88	Meeting with shop teachers who are to be involved in Masco pilot	P. W. Carlson	Teachers wholeheartedly embraced concept, & volunteered to attend an informational meeting re the program for parents
3/31/88	Chapter 74 monitoring instru. submitted to Reg. Education Center	P. W. Carlson Voc. teachers	Teachers at NSRVS who teach programs similar to those in other schools had completed self assessments
4/5/88	Presentation to Bd. of Selectmen, Town of Middleton	P. W. Carlson School Committee representative	Discussion of expanded options available as a result of pilot agreement
4/7/88	Parents' Meeting at Masco Reg.	P. W. Carlson Voc. teachers Supt.-Masco	Presentation to parents of potential students for pilot program
4/13/88	Presentation to Danvers Finance Committee	P. W. Carlson	Discussion of potential cost savings as a result of collaborative efforts
5/5/88	Incentive Aid Sub Committee of NSRVSD	P. W. Carlson	Cont'd. discussion of collaborative efforts

5/10/88	Danvers 2000, a comm. to look at the future of the Danvers schools	P. W. Carlson Supt.-Danvers Community mem.	Participated in long range planning for Danvers regarding the future of voc. ed. program
5/11/88	Met with Director of Essex Aggie & Technical Inst.	P. W. Carlson School Committee representative	Discussed poten. areas of cooperation and collaboration between the two institutions. Although discussions were fruitful, Aggie Bd. of Directors turned down the possibility of working together
	Vocational Ed. task force met	P. W. Carlson D. Hamilton Voc. Directors	Discussed several areas where collaboration might begin. Agreed to jointly plan a new health care program. Outlined several possible scenarios for governance
5/24/88	Danvers 2000	P. W. Carlson Supt., Danvers Comm. members	Planned a survey to be administered to the community.
5/26/88	Vocational Ed. task force met	P. W. Carlson D. Hamilton Voc. Directors	Reacted to a rough draft of governance plan dev. at last mtg. Agreement to recruit jointly, & to have NSRV facilitate movement of students to other programs
6/16/88	Vocational Ed. task force met	P. W. Carlson D. Hamilton Voc. Directors	Discussed potential space existing in selected schools
6/30/88	NSRVSDC votes to purchase a building	School Committee	A vote to purchase a newer, smaller, more cost-effective facility which would necessitate making use of existing facilities in area schools, is taken

7/7/88	Presentation to Rockport Board of of Selectmen	P. W. Carlson School Committee representative	Presentation of efforts to collaborate, and to secure a permanent facility. Town pledges its support.
7/12/88	Presentation to Middleton Board of Selectmen	P. W. Carlson School Committee representative	Presentation of plans to secure a permanent facility. Board voted to actively support the effort.
7/19/88	Presentation to Gloucester City Council	P. W. Carlson School Committee representative	Presentation of plans to secure a permanent facility and collabo- rate on planning. City Council disapproved the proposal.
7/20/88	Mtg. with Mayor of Beverly	P. W. Carlson	Presentation of plans to secure a permanent facility and collabo- rate on planning. Support gained from Mayor.
7/27/88	Presentation to North Shore Mun. Executives Assoc.	P. W. Carlson	Presentation of broad plans to develop a collaborative arrange- ment for the delivery of voc. ed. programs and to secure a perma- nent facility for the school. Plans were well received
8/2/88	Presentation to Danvers Board of of Selectmen	P. W. Carlson School Committee representative	Presentation of plans to secure a permanent facility and to work collaboratively. There was general support, but some con- cern for the tax base as the proposed facility is located in Danvers
8/8/88	Presentation to Lynnfield Board of of Selectmen and Finance Committee	P. W. Carlson School Committee representative	Presentation of plans to secure a permanent facility and to work collaboratively. Sup- port was gained

8/10/88	Presentation to Beverly Board of Aldermen	P. W. Carlson Supt., Beverly School Committee representative	Presentation of plans to secure a permanent facility and to work collaboratively. Since a major program operates in Beverly, more information was sought, & it was voted not to support pur- chase plans at this time
8/11/88	Presentation to Gloucester City Council	P. W. Carlson	Further info. on proposed plans were presented. City Council proposed that NSRVS move to Gloucester
8/18/88	Presentation to Rockport Board of Selectmen	P. W. Carlson School Committee representative	Further information about proposed plans were presented. Rock- port voiced its concern over Gloucester's lack of willingness to support efforts
8/25/88	Voc. Ed. Task force met	P. W. Carlson D. Hamilton Voc. Directors	Discussion of activities which had taken place over the summer. A renewed commitment was made, and it was agreed that a study of available space would be made
9/15/88	Meeting with Supt. P. W. Carlson of Beverly Schools D. Hamilton		Discussion of political concerns, and the urgent need to work together to solve this problem. Agreement that Supt. of Beverly would host a meeting of all supts in the region to bring prob- lem to decision makers
9/20/88	Survey of space & prog. at Beverly	P. W. Carlson Supt., Beverly	Examination of prog- rams & possible space for other programs

9/22/88	Mtg. with Curr. Sub-Comm. of NSRVSD	P. W. Carlson	Consideration of prog. which should be maintained, closed, merged, expanded , or
developed			
9/23/88	Second site visit to Danvers H. S.	P. W. Carlson Danvers Voc. Dir.	Looked at space in light of its potential use for programs currently offered by NSRV
9/29/88	Vocational Ed. Task force meets	P. W. Carlson D. Hamilton Voc. Directors	Disc. of on-site visits by outside experts to evaluate duplicative programs
10/5/88	Site visit to Salem H.S.	P. W. Carlson Salem Voc. Dir.	Looked at space in light of its potential use for programs currently offered by NSRV
10/6/88	Mtg. of all Supt. of the region	Supt., Beverly P. W. Carlson D. Hamilton	Critical issues were cited. Brainstorming session on possible solutions was held. A sub-committee to study options and organization was formed
10/12/88	Health Care sub-comm., a comm. of the Voc. Ed. Task Force	P. W. Carlson Salem Voc. Dir. Gloucester Voc. Dir.	Studied the develop. of a new broad-based health care program to serve the region
10/19/88	Presentation to PPS. Special Ed. Directors from throughout the region	P. W. Carlson	Announced focus of discussions re collaboration & expanded options for students. A very favorable response was received
10/20/88	Supt. Sub-comm. meets	P. W. Carlson D. Hamilton Supts.	Consensus reached on intent to collaborate. A small group was designated to write a statement to be reviewed by the group

	Report to Supt. of region	P. W. Carlson	Optimism expressed by Supts. that a successful collaborative effort could be developed
10/25/88	Presentation to guidance counselors	P. W. Carlson	Announced tentative plans for joint recruiting, flexible programming, & collaborative programs. Broad support was registered
10/26/88	Mtg. with SBAB re financial assist. for a facility	P. W. Carlson School Committee representative	Discussed potential of financial assistance in securing a permanent facility. Continued efforts at collaboration were urged, with the assurance that funding would be a priority for any additional space required.
10/27/88	Presentation to Special Ed. TEAM Chairpersons	P. W. Carlson	Discussed flexible programming and its implications for special needs students. Enthusiastic response was received
10/27/88	Voc. Ed. Task Force met	P. W. Carlson D. Hamilton Voc. Directors	Reviewed results of space survey, and progress on health care program.
10/28/88	Supt. Phil. & Miss, Sub-comm. met	P. W. Carlson Supt., Beverly Supt., Masconomet	Agreed to develop plan using NSRV agreement as the base. Group is convinced that an acceptable proposal can be dev., despite political constraints, which were outlined
10/31/88	Site visit to Marblehead H. S.	P. W. Carlson Supt., Marblehead Prin., Marblehead Occ. Ed. Dir.	Viewed I. A. space & discussed ways that I.A. & voc. programs could assist one another.

11/2/88	Voc. Ed. Task Force met	P. W. Carlson D. Hamilton Voc. Ed. Directors	Dev. time line for development of health care program
11/15/88	Voc. Ed. Task Force met	P. W. Carlson D. Hamilton Voc. Ed. Directors	Reviewed Ch. 74 eval. of 3 programs. Reviewed Proposed Intent to Collaborate developed by Supts.
11/16/88	Supt. Sub-Comm.	P. W. Carlson District Supts.	Reviewed Intent to Collaborate. Discussed time table for disc. & adoption
	Supt. Round Table	P. W. Carlson District Supts.	Presented draft Intent to Collaborate for review.
11/30/88	Voc. Ed. Task Force met	P. W. Carlson D. Hamilton Voc. Ed. Directors	Brainstormed on ideal trade clusters. Recom. merging of 2 programs for 9/89.
12/1/88	Presentation to Jt. Mtg. of Gloucester School Comm. &	P. W. Carlson Supt., Gloucester Occ. Ed. Dir., Glou.	Presented concept of cooperating power & new structure.
Received	City Council	Rep. to NS School Comm.	strong verbal support of efforts.
12/8/88	Voc. Ed. Task Force	P. W. Carlson Voc. Ed. Directors	Continue to dev. recomm. Review remaining Ch. 74 evaluations
12/21/88	Supt. Round Table	P. W. Carlson District Supts.	Seek adoption of Statement of Intent to Collaborate.
1/4/89	Voc. Ed. Task Force	P. W. Carlson Voc Ed. Directors D. Hamilton	Strategy for presentation of Partnership Agreement (formerly Statement of Intent to Collaborate) to member school comm. was developed. Continued discussion of program areas

1/10/89	Gloucester H.S. Parents' Night	P. W. Carlson Gloucester Voc. Director Guidance Couns.	Jt. presentation of voc. ed. opportunities throughout region
1/12/89	Voc. Ed. Task Force	P. W. Carlson Voc. Ed. Directors D. Hamilton, D.O.E.	Continued disc. re program collaboration
1/18/89	Meeting with Supt. of Schools-Beverly	P.W. Carlson J. Perron	Discussion re merging 2 voc. programs
1/23/89	Presentation to Rockport S.C.	P. W. Carlson Rockport Rep.	Rockport Sc. Comm. unanimously endorsed Partnership Agree.
1/24/89	Presentation to Swampscott S. C.	P. W. Carlson Swampscott Rep.	Swampscott Sc. Comm. unanimously endorsed Partnership Agree.
1/25/89	Presentation to N. S. Supts.' R.T.	P. W. Carlson J. Perron, Bev.	N. S. Supts.' Rd. Table unanimously endorsed Partnership Agree.
1/30/89	Presentation to Manchester S.C.	P. W. Carlson Manchester Rep.	Manchester Sc. Comm. unanimously endorsed Partnership Agree.
1/31/89	Presentation to Lynnfield S. C.	P. W. Carlson Lynnfield Rep.	Lynnfield Sc. Comm. unanimously endorsed Partnership Agree.
2/1/89	Presentation to Gloucester S. C.	P. W. Carlson Gloucester Rep.	Gloucester Sc. Comm. unanimously endorsed Partnership Agree.
2/6/89	Presentation to Salem S. C.	P. W. Carlson Salem Rep.	Salem Sc. Comm., after much disc., unani- mously endorsed Part- nership Agreement, with stipulation that it would not impact on their existing prog.
2/9/89	Meeting with County Comm.	P. W. Carlson E. Hudson	Disc. of Cty. desire for NSRVSD to take over operation of Essex Aggie

2/15/89	Voc. Ed. Task Force	P. W. Carlson Voc. Ed. Directors J. Perron	Finalization of plan to merge 2 programs for 1989-90 school year, & to study one other. Completion of Joint Program Plan for Vocational Ed.
2/27/89	Presentation to Essex S. C.	P. W. Carlson Essex Rep.	Essex School Committee unanimously endorsed Partnership Agree.
3/2/89	Presentation to Hamilton-Wenham School Committee	P. W. Carlson Hamilton Rep.	Hamilton-Wenham S.C. unanimously endorsed Partnership Agree.
1/89-3/89	District Supts. presented Partnership Agreement to their Committees	District Supts.	Danvers, Beverly, Nahant & Masconomet unanimously endorsed Partnership Agree.
3/89	Submit Joint Voc. Planning Doc.	P. W. Carlson Occ. Ed. Directors	Planning Document approved by Regional Employment Bd.
3/89	Joint Voc. Ed. Steering Comm. established	P. W. Carlson D. Hamilton Occ. Ed. Directors Town Reps.	Organized committee, recommendations form. & submitted to School Comm. for approval, which was granted.
3/89	Submit Joint Voc. Planning Doc. for district to Div. of Occ. Ed.	P. W. Carlson Occ. Ed. Directors	Completed 3/89
3/6/89	Meeting with Sub Comm. from Board of Trustees-Essex Agri. & Tech. Inst.	P. W. Carlson Sc. Comm. reps.	Mutually beneficial opportunities were discussed. It was agreed that Trustees would recomm. further meetings to study NSRV takeover of Essex Aggie

3/7/89	Voc. Ed. Steering Committee	P. W. Carlson Voc. Ed. Directors D. Hamilton, D.O.E.	All parties had adopted North Shore Voc. Ed. Partnership Agree. Task force disbanded. Voc. Ed. Steering Comm. formed under Partnership Agree.
4/4/89	Voc. Ed. Steering Committee	P. W. Carlson Voc. Ed. Directors D. Hamilton, D.O.E.	Joint filing of grants reviewed. Plans for funds signed over to District were discussed.
4/7/89	Meeting with reg. planner	P. W. Carlson L. Kirtman	Discussion of jt. reg. planning of other area based on model estab. for Voc. Ed. Partnership.
4/10/89	Meeting with Bev. Hospital	P. W. Carlson J. Perron, Supt. E. Barry, Voc. Dir.	Discussion of jt. prog. in health technology, with Bev. Hospital serving as a program sponsor.
4/25/89	Joint Grant Meeting	Voc. Ed. Steering Committee	FY '90 Perkins grants prepared, with technical assistance from D. Hamilton
5/2/89	Voc. Ed. Steering Committee	All participants	Prep. of a jt. video to promote voc. ed. in the District was planned
5/9/89	Visit to Gloucester H. S. Meeting with new Supt.-Gloucester	P. W. Carlson G. Surrette	Survey of avail. space for Partnership prog.
5/16/90 5/17/90	District Principals & Guid. Counselors Luncheon	Voc. Ed. Steering Committee	Announce. of merged programs, & new ways of accessing existing voc. ed. prog. avail. through Partnership
5/25/90	Meeting with Masconomet officials	P. W. Carlson J. Carroll L. Broughton	Evaluation of Bridge program. Recom. to continue program, & expand to other district communities

6/9/89	Joint Distributive Ed. Meeting	P. W. Carlson D. E. Teachers	Discussion of collab. throughout District of D. E. programs & sharing of teachers
6/13/89	Voc. Ed. Steering Committee	All participants	Final mtg. of the sch. year to ensure that all was in readiness, with changes
9/89	Implementation of merged prog. & 1 new program.	P. W. Carlson Occ. Ed. Directors Voc. Teachers	Implementation of merged programs completed. New prog- ram not yet in place
9/12/89	Voc. Ed. Steering Committee	All participants	Prelim. report of opening of school. Sharing of info. on students who had taken advantage of new options. Sched- uling & trans. issues resolved
10/10/89	Voc. Ed. Steering Committee	All participants	Prep. for Jt. Adv. Meetings for program areas
10/24/89	Voc. Ed. Steering Committee	All participants	Prep. of recruitment efforts for upcoming year. Review of eval. reports on selected programs
10/31/89	Voc. Ed. Steering Committee N.S. Community Community College	All participants	Discussion of jt. articu- lation agreement with local comm. college. Gained support for Health Tech. program
11/14/89	Voc. Ed. Steering Committee	All participants	Report from Health Comm. on progress toward developing new program
11/17/89	Supt. Regional Planning Conf.	N. S. Supts. N.S. Bus. Mgrs.	Brainstorming sess. on how reg. model in place could be expanded into other areas of school operation

12/8/89	Supt. Regional Planning	N. S. Supts.	Plans to provide reg. professional dev. activities were begun
12/11/89	Guidance Couns. Luncheon	Voc. Ed. Steering	Timetable for student recruit. for voc. prog. was reviewed. New & expanded offerings through Partnership were highlighted
12/12/89	Voc. Ed. Steering Committee	All participants	Follow up on lunch. Strategies to inform schools not represented at luncheon were developed
1/12/90	Joint Press Conf.	P. W. Carlson Supt., Beverly Occ. Ed. Dir., Bev. Occ. Ed. Dir., Masco. Rep., N.S.C.C.	Announce. of initiation of jtly. planned Health Tech. program.
1/17/90	Voc. Ed. Steering Committee	All participants	Disc. of reaction of announcement of new prog. Additional planning strat. for maintaining & enhancing programs
1/18/90	Meeting with Bev. Occ. Ed. Director	P. W. Carlson E. Barry	Dev. of descriptive brochure for Health Tech. program
2/7/90	Guid. Breakfast	Voc. Ed. Steering Comm., Guidance Counselors	Formal announce & explanation of Health Tech. program & review of all other voc. options, including Bridge opportunities
2/28/90	Voc. Ed. Steering Committee	All participants	Rev. of reaction from guidance counselors. Update on bldg. plan. Review of student participation proj. & staff needs, & budgets

3/13/90	Joint Open House	Voc. programs	In celebration of MA Voc. Ed. Wk., a jt. open house was held at N.S. showcasing all voc. programs throughout the District.
4/4/90	Voc. Ed. Steering Committee	All participants	Grant planning. Rev. enrollment figures.
9/90	N.S.R.V. opens in new facility.	P. W. Carlson All Staff	

APPENDIX B

STATUS REPORT: COOPERATIVE AND COLLABORATIVE EFFORTS OF THE VOCATIONAL TASK FORCE

TO: DISTRICT SUPERINTENDENTS FROM: PATRICIA CARLSON

RE: STATUS REPORT--COOPERATIVE DATE: OCTOBER 6, 1988
AND COLLABORATIVE EFFORTS
OF VOCATIONAL TASK FORCE

A long-term and ongoing concern in the North Shore Regional Vocational School District and its member communities is the cost of the facility utilized by the vocational school for its programs, and the lack of cooperation and coordination of programs district-wide. Changing demographics and Proposition 2 1/2 have made the need for cooperation and coordination more critical today than ever before. Increased demands placed upon all schools to address an ever-growing host of social issues requires that we all use our resources wisely, and cooperate and collaborate, not only with other educational resources, but with a multitude of social service agencies as well.

Following the somewhat disappointing results of an EOCD-funded study of vocational education delivery systems on the North Shore, it was decided that other avenues of resolution should be explored. The District School Committee has contacted both North Shore Community College and Essex Agricultural and Technical Institute regarding the possibility of combining facilities and otherwise collaborating. Both overtures were turned down.

With leadership from the Department of Education, a task force comprised of vocational education leaders from those schools which have Chapter 74 approved programs was formed, and has been meeting since January of 1988 to explore possible avenues of collaboration and cooperation between and among vocational education programs.

Although no final conclusions have been reached, much progress has been made. With assistance from the Northeast

Regional Education Center and, in particular Dina Hamilton, the Occupational Education Team Leader, a thorough examination of the vocational programs which operate in more than one location within the District is underway. Experts in their respective vocational fields will view each program and review the data submitted by the various schools during the months of October and November of this year. It is anticipated that recommendations designed to strengthen the programs and to facilitate sharing between and among teachers of those programs will be forthcoming. In addition, the information gathered from this study will be useful in making decisions regarding the continuing need for programs, possible consolidation of underenrolled programs, etc.

In addition, it has been agreed that any planning regarding the initiation of new programs will be conducted on a district-wide basis. There has, for example, been much discussion about the need for a program in the health services area, which currently is not offered in the District. A sub-committee of the Task Force is meeting to move forward with the development of a proposal in that area.

Joint career information programs, featuring programs offered in all schools throughout the District, have been discussed, and it is hoped will be implemented during this school year. Such an effort would be designed to promote an awareness of vocational education as one of several modes of learning, not just at one school, or just certain programs.

Some successful efforts at cooperation are already underway. A demand for an Electricity program was registered at North Shore Regional. Since the program is not offered, and plans to offer Electricity are not in the works because it is already offered at two schools in the District, arrangements were made to enroll students from other communities in Salem and Gloucester, where Electricity is offered.

A pilot program in operation between North Shore Regional and Masconomet Regional is designed to explore the desirability and effectiveness of offering half-day programs to upper class students (juniors and seniors) who have fulfilled their graduation requirements, and are either unsure of their future career goals,

or who have made a decision on those goals and wish to gain some hands-on experience in their chosen field.

Further, we have examined potential existing space in three high schools within the District. Beverly, Danvers, and Salem High Schools have all been toured with their respective vocational directors. Those schools were selected based on input from the directors, input from Dina Hamilton, and their rather central locations within the District. Based upon preliminary surveys of space, it appears feasible to consider locating certain vocational programs in some of the available space within those three facilities. Further review, architectural considerations, and School Committee approval would, of course, be necessary before any action could be taken. Input from other communities within the District relative to available facilities would also be extremely helpful. From my observations thus far, it appears that, even if all available existing space within the District were used, there would still remain a need for a North Shore Regional facility, although considerably smaller than the space currently occupied by the school.

Several possibilities for utilization of existing space are suggested below, for discussion purposes only.

1. Consolidation of the machine shop programs currently offered at Patten and at North Shore Regional at Patten House, Beverly High School.
2. Location of the Fashion Design and Commercial Art programs currently housed at North Shore Regional at Danvers High School.
3. Location of a proposed Health Services program at Salem High School.
4. Location of potentially two other shops (i.e., Electronics, Computer Tech) at Salem High School.
5. Enlarging the Sheet Metal shop at Patten by annexing the Drafting shop and combining North Shore Regional's Welding program for a full Metal Fabrication program.

In considering such options, several other considerations come into play. One of the critical ones is the delivery of academic programs. Many vocational students are concrete learners and learn best when teachers tailor their teaching methods to their learning styles. Further, vocational education students should be provided similar opportunities for academic flexibility regardless of which school they might attend.

Another relates to timing. Currently, some schools operate vocational programs as half-day programs, while other schools operate vocational programs in a full-day, week-on week-off format. In addition, the configuration of the weeks does not always match. Gloucester, for example, I believe, operates on a Monday-Friday week-about system, while North Shore and Patten operate on a Wednesday-Tuesday week-about system. Certainly, those issues would need to be resolved, as would transportation concerns. Another potential issue which would need resolution is student eligibility to participate in athletics, if, for example, they attended one school for half the day and another for the other half. Another concern is consideration of a quota or priority system for admission so that students from outside the community in which a program is located are not locked out of programs, if enrollments should increase over the years.

The most significant concern of all may be that of creating a sense of belonging among students, which seems to be a very critical concern, particularly for at-risk students and for those students who have low self-esteem. Perhaps the development of a philosophical statement with which all concerned can agree is a crucial first step toward developing a student-centered system of vocational education service delivery throughout the North Shore.

Among the other areas remaining to be examined are the possibility of a collaborative evening school program, joint proposal-writing for state and federal grants, and a district-wide summer school program. North Shore Regional Vocational School District's transportation system would facilitate such an undertaking as a district-wide summer school.

Those of us who have been involved in the Task Force believe that there are many possibilities. We solicit your input to

help create a system which preserves vocational options for students, which is educationally sound, and which takes full advantage of the resources available throughout the District. We have faith that with your input, your leadership, and your support we can develop a vocational education program which meets the unique needs of the North Shore, and which fulfills our common commitment to quality education for all students.

APPENDIX C

PROPOSAL FOR THE COLLABORATIVE DELIVERY OF VOCATIONAL EDUCATION ON THE NORTH SHORE

DRAFT 6/16/88

In recognition of the unique characteristics of the communities which comprise the North Shore Regional Vocational School District, and in recognition of the physical and human resources existing within school districts which comprise the North Shore Regional Vocational School District, the following proposal is set forth. The proposal is designed to fully utilize the physical and human resources which currently exist within the District, to make use of strengths of existing programs and/or formats for vocational education service delivery, and to recognize the needs of students to participate in vocational education in various ways. An overriding concern throughout this proposal is providing the broadest range of vocational education services to all students who wish to take part in any form of vocational education in the most effective, educationally sound, and cost-effective way possible.

It is recognized that philosophical differences exist as to the most effective overall design for the delivery of vocational education services with proponents of self-contained regional vocational schools stressing the continuity of purpose, the ability to tailor academic offerings to the interests and learning styles of students, and the sense of belonging engendered in a single-purpose institution and proponents of vocational education within the comprehensive setting touting wider opportunities for students, retention of ties with home towns. However, it is also recognized that there are strengths and weaknesses associated with each delivery system, and it is the goal of this proposal to capitalize on the strengths of both systems while meeting the needs of a broad range of students.

AREAS OF POTENTIAL COLLABORATION

Under this proposal, students from throughout the District would be permitted to enroll in programs offered in city vocational schools, regardless of their town of residence. Admission and transportation would be coordinated through the District office.

New programs will be developed jointly and may operate wherever the most appropriate space and the best community resources to support that program exist. They will be administered by North Shore Regional Vocational School District, with the vocational director of the school in which the program is housed serving as the site supervisor and the administrator in charge. Teachers and students would be under the jurisdiction of that individual for the purposes of supervision and discipline. All directors would participate in the decision-making process regarding the need for the program, and for development of the curriculum for the program. North Shore Regional Vocational School District would rent space for the program from the school district in which the program operates, and would pay all costs (i.e., teachers' salaries, instructional supplies and equipment) associated with the program. Students enrolled in the program from the community in which the program operates would be assessed as North Shore Regional students.

Half-day and full day options would be provided, where practicable. It is recognized that some shops do not lend themselves to this option.

Students would have the option of attending North Shore Regional for academic instruction, as well as vocational instruction, or of attending their town high school for academic instruction. Again, it is recognized that there are some instances where the scheduling of this arrangement would be exceedingly difficult, if not impossible.

Specialized academic offerings, such as foreign languages or advanced science or math courses would be available to

vocational students throughout the District, again as time and logistics permit.

Students would have the option of attending a school outside their town of residence, including North Shore Regional, on a full-time basis, but would retain their eligibility to participate in sports and other extra-curricular activities within their communities of residence. Half-time students would have the same option. Further, part-time students who are not selected for a team in their town of residence would have the option of participating on North Shore Regional's teams. (It is anticipated that special waivers would have to be secured from the MIAA for such arrangements.).

Recruiting and career information programs presented by North Shore Regional, and all other schools within the District, would include all programs operational throughout the District. North Shore Regional would coordinate the application process and other administrative tasks associated with this effort.

Decisions to retain programs, especially in the instance of similar programs operating independently in separate locations, would take into consideration total demand throughout the District, and would be made with the goal of retaining as wide a variety of options for students as possible.

The development of a unified evening school program for both vocational and practical arts could utilize the regional mailing already done by North Shore Regional and could maximize opportunities for adult evening school programs.

Joint articulation agreements with North Shore Community College and other institutions of higher education could be established, thereby eliminating the necessity for each school to develop one independently.

APPENDIX D

PROPOSED STATEMENT OF INTENT TO COLLABORATE

DRAFT 11/8/88

This agreement by and among the subscribed school committees from the towns of Beverly, Danvers, Essex, Gloucester, Lynnfield, Manchester, Marblehead, Nahant, Rockport, Salem, and Swampscott, and the school committees of the Hamilton-Wenham Regional School District, the Masconomet Regional School District, and the North Shore Regional Vocational School District, referred to hereinafter as member communities, is made pursuant to the terms of the North Shore Regional Vocational School District Agreement, and any other terms of the regional agreement notwithstanding, the member communities agree to collaborate in the planning, organization, housing, implementation, and delivery of vocational education programs throughout the District.

The primary purpose of the Collaborative is to maximize educational quality in the member school districts. It is based on the premise that there are many things in education that can be done more effectively and efficiently by the pooling of resources among a number of school districts. It is anticipated that each district will be able to broaden substantially the number and quality of programs and services available to children regardless of district size. The Collaborative will address itself to education broadly, supporting those programs and projects which in the discretion of the Joint Vocational Education Advisory Committee merit attention. Major thrusts of the Collaborative will be in the areas of vocational, occupational and career education.

It is agreed that all existing programs which operate in more than one location will operate collaboratively, and that the parties involved in their administration will plan jointly in regards to curriculum development, program modification, recruiting, and equipment acquisition, including joint grant writing and pooling of federal and state vocational education funds, where appropriate.

All new vocational programs will be planned, developed, organized, and implemented collaboratively, and will be administered either under the auspices of the Regional District or the LEA in which the program is housed.

Each member district will designate a member to a Joint Vocational Education Advisory Committee, which will meet in an open meeting on a regular basis. Each member will have one vote. The Massachusetts Department of Education will designate an individual from the Division of Occupational Education to serve in an advisory capacity, as a non-voting member, to the Joint Vocational Education Advisory Committee.

The role of the Joint Vocational Education Advisory Committee will be to monitor vocational education offerings as to responsiveness to local labor market needs, student demand, and placement effectiveness. It will recommend, with the Program Advisory Committees, the acquisition of equipment to ensure that programs are technologically current, and will make recommendations as to program continuation, and the adoption of new programs to meet emerging labor market and educational needs.

Students from any member municipality may access programs operated in any other member municipality. All members of the Collaborative will receive preference in placing students into programs. The Regional District will serve as the coordinator of all such requests, and will maintain a current, up-to-date listing of available spaces in programs within the District. In the event that a program is over-subscribed, the JVEAC will establish a selection process approved by the Division of Occupational Education. An aggregate cost for such arrangements will be derived by establishing an average per pupil cost, using actual costs for program operation as established under Chapter 74 for vocational program costs.

Each high school agrees to make every effort to coordinate class schedules so that, where appropriate, students may attend one school for academics and another for vocational instruction. The Regional District will maintain its status as a high school, and will continue to offer full-time, integrated, academic and

vocational programs for those students for whom such a program is most appropriate. However, students who wish to elect a portion of a vocational program offered in a site other than the high school they attend may access such programs on less than a full time basis. The awarding of credits for such electives will be standardized, where possible, and, in unique cases, will be negotiated by the Regional District with the school the student attends for academic instruction.

APPENDIX E

NORTH SHORE VOCATIONAL EDUCATION PARTNERSHIP

ADOPTED 1/89

This agreement by and among the subscribed school committees from the towns of Beverly, Danvers, Essex, Gloucester, Lynnfield, Manchester, Marblehead, Nahant, Rockport, Salem, and Swampscott, and the school committees of the Hamilton-Wenham Regional School District, the Masconomet Regional School District, and the North Shore Regional Vocational School District, referred to hereinafter as member communities, is made pursuant to the terms of the North Shore Regional Vocational School District Agreement, and any other terms of the regional agreement notwithstanding, the member communities agree to collaborate in the planning, organization, housing, implementation, and delivery of vocational education programs throughout the District.

The primary purpose of the Collaborative is to maximize educational quality in the member school districts. It is based on the premise that there are many things in education that can be done more effectively and efficiently by the pooling of resources among a number of school districts. It is anticipated that each district will be able to broaden substantially the number and quality of programs and services available to children regardless of district size. The Collaborative will address itself to education broadly, supporting those programs and projects which in the discretion of the Joint Vocational Education Advisory Committee merit attention. Major thrusts of the Collaborative will be in the areas of vocational, occupational and career education.

It is agreed that all existing programs which operate in more than one location will operate collaboratively, and that the parties involved in their administration will plan jointly in regards to curriculum development, program modification, recruiting, and equipment acquisition, including joint grant writing and pooling of federal and state vocational education funds, where appropriate.

All new vocational programs will be planned, developed, organized, and implemented collaboratively, and will be administered either under the auspices of the Regional District or the LEA in which the program is housed.

Each member district will designate a member to a Joint Vocational Education Advisory Committee, which will meet in an open meeting on a regular basis. Each member will have one vote. The Massachusetts Department of Education will designate an individual from the Division of Occupational Education to serve in an advisory capacity, as a non-voting member, to the Joint Vocational Education Advisory Committee.

The role of the Joint Vocational Education Advisory Committee will be to monitor vocational education offerings as to responsiveness to local labor market needs, student demand, and placement effectiveness. It will recommend, with the Program Advisory Committees, the acquisition of equipment to ensure that programs are technologically current, and will make recommendations as to program continuation, and the adoption of new programs to meet emerging labor market and educational needs.

Students from any member municipality may access programs operated in any other member municipality. All members of the Collaborative will receive preference in placing students into programs. The Regional District will serve as the coordinator of all such requests, and will maintain a current, up-to-date listing of available spaces in programs within the District. In the event that a program is over-subscribed, the JVESc will establish a selection process approved by the Division of Occupational Education. An aggregate cost for such arrangements will be derived by establishing an average per pupil cost, using actual costs for program operation as established under Chapter 74 for vocational program costs.

Each high school agrees to make every effort to coordinate class schedules so that, where appropriate, students may attend one school for academics and another for vocational instruction. The Regional District will maintain its status as a high school, and will continue to offer full-time, integrated, academic and vocational programs for those students for whom such a program

is most appropriate. However, students who wish to elect a portion of a vocational program offered in a site other than the high school they attend may access such programs on less than a full time basis. The awarding of credits for such electives will be standardized, where possible, and, in unique cases, will be negotiated by the Regional District with the school the student attends for academic instruction.

APPENDIX F

DEMOGRAPHIC SURVEY OF THE DISTRICT

YEAR OF GRADUATION	TOTAL DISTRICT ENROLLMENT
1981	3056
1982	2949
1983	2721
1984	2982
1985	2544
1986	2711
1987	2715
1988	2902
1989	2797
1990	2511
1991	1957
1992	2033
1993	1920
1994	1879
1995	2009
1996	1970
1997	1895
1998	1957
1999	2059
2000	2125

APPENDIX G

DUPLICATED PROGRAM OFFERINGS

	Enrollments			
	North Shore	Patten	Gloucester	Salem
Auto Mechanics	40	30	30	20
Carpentry	42	30	30	
Culinary Arts	28			14
Distributive Ed.	35	6		
Drafting	3	3		
Electricity			20	16
Electronics	18	6		7
Machine Technology	5	7	11	
Printing		10	6	

NOTE: Each program has a capacity of forty (40) students.

BIBLIOGRAPHY

- Adams, R. (1975). *Energy and structure: A theory of social power*. Austin: University of Texas Press.
- Adler, M. (1983). *Paideia problems and possibilities*. New York: MacMillan Publishing Company.
- Agreement with respect to the establishment of a vocational regional school district plus chapter 545 of the acts of 1972.*
- Ajamian, P. (1986, August 24). The voke: Beginning of the end. *North Shore Sunday*, pp. 14, 17, 18.
- _____. (1987, February 15). No light, but darkness visible. *North Shore Sunday*, pp. 20, 22.
- Amory, D. (1974, November 17). Peabody seeking to withdraw from vocational school district. *The Boston Globe*, p. 29.
- Anderson, B. (1974, November 21). Raps vo-tech proposal. [Letter to the editor]. *Danvers Herald*, p. 2.
- Anderson, B. & Cox, P. (1988). *Configuring the educational system for a shared future: Collaborative vision, action, reflection*. Andover, MA: The Regional Lab & The Education Commission of the States.
- Anderson, J. (1975). *Public policy-making*. New York: Praeger Publishers.
- Arends, R. (1982). The use of task force planning for school-based improvement efforts. *Planning & Change*, 13, 223-233.
- Armerding, T. (1983, May 13). City loses fight against \$77,646 voke assessment. *Salem Evening News*, pp. 1, 12.

- Ayers, R. (1974, November 21). Ayers details opposition to school. [Letter to the editor]. *Danvers Herald*, p. 2.
- Babcock, P. (1974, November 25). Voke bonding OK expected. *Lynn Item*, pp. 1, 11.
- Bacharach, S. & Conley, S. (1986). Education reform: A managerial agenda. *Phi Delta Kappan*, 67, 641-645.
- Bacharach, S. & Lawler, E. (1980). *Power & politics in organizations: The social psychology of conflict, coalitions & bargaining*. San Francisco: Jossey-Bass Publishers.
- Baehr, P. & Wittrock, B. (ed). (1981). *Policy analysis & policy innovation: Patterns, problems & potentials*. Beverly Hills, CA: Sage Publications.
- Bailey, F. (1969). *Strategies & spoils: A social anthropology of politics*. New York: Schocken Books.
- Bankole, S. (1989, December 2). Voke school sharing sought. *Gloucester Daily Times*, pp. A1, A9.
- Bell, T. (1986). Education policy development in the Reagan administration. *Phi Delta Kappan*, 67, 487-493.
- Bengtsin, C. (1973, December 28). Peabody council votes withdrawal. *Beverly Times*, p. 9.
- Bennett, C. (1937). *History of manual & industrial education 1870-1917*. Peoria, Illinois: The Manual Arts Press.
- Bennett, W. (1986). "Vocational education in the high school." *Vocational Education Journal*, 61, pp. 3-15.
- _____. (1987). *James Madison high school: A curriculum for American students*. Washington, D.C.: United States Department of Education.
- _____. (1988). *American education: Making it work*. Washington, D. C.: U. S. Government Printing Office.

- Benson, C. (1982). "The question of quality." *VocEd*, 57, p. 27.
- Benton, N. (1974, October 8). All motions on regional voke district defeated. *Salem Evening News*, p. 11.
- _____. (1977, January 31). Regional voke acts to cut high per pupil expenses. *Salem Evening News*, p. A1.
- Berry, W. (1974, November 21). Berry urges vote against school plan. [Letter to the editor]. *Danvers Herald*, p. 2.
- Beverly considers quitting regional vo-tech district. (1974, January 29). *Beverly Times*, pp. 1, 10.
- Beverly faces tough choice on regional voke school. (1987, April 2). *Salem Evening News*, p. 4.
- Bishop, J. (1983). *The social payoff from occupationally specific training: The employer's point of view*. Columbus: Ohio State University, The National Center for Research in Vocational Education.
- _____. (1985). *The employer's choice: In-school preparation for employment*. Columbus: Ohio State University, The National Center for Research in Vocational Education.
- Blake, L. (1973, July 16). Special meeting to determine if city stays in voke district. *Salem Evening News*, p. 14.
- _____. (1974, November 25). City-financed propaganda confuses voke issue. *Salem Evening News*, p. 1.
- Blair, J. & Maser, S. (1978). A reassessment of axiomatic models in policy studies. In G. Tullock & R. Wagner (Eds.), *Policy analysis & deductive reasoning* (pp. 3-16). Lexington, MA: D. C. Heath & Co., 1978
- Blanning, W. (1981, January). Voke school increase may cost Salem jobs. *Salem Evening News*, p. 3.
- Board takes up regional voke issue tonight. (1974, September 30). *Salem Evening News*, p. 13.

- Bower, J. (1968). Descriptive decision theory from the 'administrative' viewpoint. In R. Bauer & K. Gergen (Eds.), *The study of policy formation* (pp. 182-204). New York: Free Press.
- Brandt, R. (1988). On changing secondary schools: A conversation with Ted Sizer. *Educational Leadership*, 45, pp. 30-36.
- Brown, P. (1975, January 23). Tempers flare over vo tech issue delay. *Beverly Times*, pp. 1, 3.
- Bunzel, J. (Ed.). (1985). *Challenge to American schools*. New York: Oxford University Press.
- Cahill, B. (1974a, October 26). He'd rather be jailed than approve. *Gloucester Daily Times*, pp. 1, 16.
- _____. (1974b, November 4). Grace says city's vocational school could be 'satellite' of regional. *Gloucester Daily Times*, p. 1.
- _____. (1974c, December 4). Regional vote legality in doubt. *Gloucester Daily Times*, pp. 1, 13.
- Campbell, P., Gardner, J., & Seitz, P. (1982). *High school vocational graduates: Which doors are open?* Columbus: Ohio State University, The National Center for Research in Vocational Education.
- Campbell, P., Orth, M., & Seitz, P. (1981). *Patterns of participation in secondary vocational education*. Columbus: Ohio State University, The National Center for Research in Vocational Education. (ERIC Document Reproduction Service No. ED 209 476).
- Carton, B. (1974, January 29). Rockport school officials say towns could pay for own vocational school. *Gloucester Daily Times*, p. 1.

- Charlesworth, J. (Ed.). (1972). *Integration of the social sciences through policy analysis*. Philadelphia, PA: The American Academy of Political Social Science.
- City must still improve vocational opportunities. (1974, November 29). *Gloucester Daily Times*, p. 4.
- Clark, D. & Amiot, M. (1981). The impact of the Reagan administration on federal education policy. *Phi Delta Kappan*, 63, 258-262.
- Clark, T. (1974a, August 10). Taxpayers group struggles on. *Salem Evening News*, p. 1.
- _____. (1974b, September 24). Alternatives weighed for Patten trade. *Salem Evening News*, pp. 1, 3.
- _____. (1983, January 14). \$3,031,500 budget proposed for voke. *Salem Evening News*, p. 1.
- Coleman, J. (1974). *Power & the structure of society*. New York: W. W. Norton & Co., Inc.
- Collins, H. (1974, September 23). Special meeting tonight on vocational education. *Salem Evening News*, p. 13.
- Collins, H. & Benton, N. (1974, September 28). Patten school, not regionalization, best for city. *Salem Evening News*, p. 4.
- Cohen, M. (1985, September 29). A rivalry is renewed over vocational panel. *The Boston Globe*, pp. 25, 27.
- Conner, D. & Patterson, R. (1983) *Building commitment to organizational change*. Atlanta, GA: O. D. Resources, Inc.
- Cook, W., Jr. (1988). *Strategic planning for America's schools*. Arlington, VA: American Association of School Administrators.
- Conroy, W., Jr. (1980). The economic effects of vocational education. *VocEd*, 55, pp. 39-41, 61.

- Conroy, W., Jr. & Diamond, D. (1976). *The Impact of Secondary School Occupational Education in Massachusetts*.
Unpublished doctoral dissertation, University of Lowell.
- Coombs, F. (1983). Education policy. In S. Nagel (Ed.), *Encyclopedia of policy studies* (pp. 589-616). New York: Marcel Dekker, Inc.
- Corman, L. (1973, January 14). City debates joining regional voke school. *Beverly-Peabody Times*, p. A7.
- Crandall, D., Eiseman, J., & Louis, K. (1986). Strategic planning issues that bear on the success of school improvement efforts. *Education Administration Quarterly*, 22, 21-53.
- Crawford, J. (1986). Future of vocational education studied. *Education Week*, 5, pp. 6, 17.
- Cronin, J. (1980). A research agenda for vocational education. *VocEd*, 55, pp. 50-51.
- Danvers may seek exit from vo tech. (1976, March 8). *Beverly Times*, p. 1.
- Darcy, R. (1980). Defining the basis for judgement. *VocEd*, 55, pp. 30-32.
- David, H. (1983) *Vocational education in the comprehensive high school: Assessing the needs*. Arlington, VA: American Vocational Association.
- DeLone, R. (1972). *Massachusetts schools: Past, present & possible*. Massachusetts Advisory Council on Education.
- Droney, J. (1974, January 29). Peabody withdraws from 16 community regional school plan. *Boston Herald American*, p. 5.
- Dye, T. (1976) *Policy analysis*. University, AL: University of Alabama Press.

- Eash, M. & Fitzgerald, R. (1987). *Occupational education and industrial policy: Revitalizing the U. S. economy*. Boston: University of Massachusetts: Institute for Learning & Teaching.
- Elam, S. (1987). Differences between educators & the public on questions of education policy. *Phi Delta Kappan*, 69, 294-296.
- Etzioni, A. (1960). Two approaches to organizational analysis: A critique & suggestion. *Administration Science Quarterly*, 5, 257-278.
- _____. (1961). *A comparative analysis of complex organizations*. New York: The Free Press.
- _____. (1964). *Modern organizations*. Englewood Cliffs, N.J.: Prentice-Hall.
- Evans, R. (1982). Why vocational education belongs in the comprehensive high school. *VocEd*, 57, pp. 24-26.
- Finn, C., Jr. (1986). A fresh option for the non-college bound. *Phi Delta Kappan*, 68, 234-238.
- Fitzgerald, R. (1986). *The power of the voc-tech high school: A reply to secretary Bennett*. Unpublished manuscript.
- Forcier, G. (1974, March 15). Vocational panel urges city quit regional district. *Gloucester Daily Times*, pp. 1, 12.
- Forgotten half: Non-college youth in America* (1988). Washington, D. C.: Youth & America's Future: The William T. Grant Foundation on Work, Family & Citizenship.
- Forgotten half: Pathways to success for America's youth & young families*. (1988). Washington, D.C.: Youth & America's Future: The William T. Grant Foundation on Work, Family & Citizenship.

- Franchak, S. (1983). *Factors influencing program decisions in vocational education*. Columbus: Ohio State University, The National Center for Research in Vocational Education.
- Frank, N.H. (1965) *Summer study of occupational, vocational, & technical education*. Boston: Massachusetts Institute of Technology.
- Frantz, N., Strickland, D., & Elson, D. (1988). Is secondary vocational education at risk? *VocEd*, 63, pp. 34-37.
- Galbraith, J. (1973). *Designing complex organizations*. Reading, MA: Addison-Wesley.
- _____. (1983). *The anatomy of power*. Boston: Houghton Mifflin Co.
- Galloway, J. (1984). "Reauthorization: Defining the federal role." *VocEd*, 59, pp. 31-32.
- Gardner, J., Campbell, P. & Seitz, P. (1983). *Influences of high school curriculum in determinants of labor market experiences*. Columbus: Ohio State University, The National Center for Research in Vocational Education.
- Gentry, D. (1987). The governance controversy. *Vocational Education Journal*, 62, pp. 47-48.
- Gloucester high school course selection booklet*, Gloucester Public Schools, 1988.
- Gloucester loses lawsuit against voke. (1976, January 24). *Salem Evening News*, p. 1.
- Goldstein, H. (1980). *Future labor market demand & vocational education*. Unpublished paper presented for the Study of Vocational Education. Washington, D. C.: National Institute of Education.
- Goodlad, J. (1984). *A place called school*. New York: McGraw Hill Book Co.

- Gore, W. (1969). Stages in decision making. In F. Lyden et al. (Eds.). *Policies, decisions, & organizations* (292-309). New York: Appleton-Century-Crofts.
- Gough, P. (1987). The key to improving schools: An interview with William Glasser. *Phi Delta Kappan*, 68, 656-662.
- Greenstein, F. & Polsby, N. (Eds.). (1975). *Policies & policy making: Handbook of political science*. Reading, MA: Addison-Wesley Publishing Co.
- Grubb, W. (1984). *The bandwagon once more: Vocational preparation for high-tech occupations*. Stanford University, Institute for Research on Educational Finance & Governance.
- Grumm, J. (1975). The analysis of policy impact. In F. Greenstein & N. Polsby (Eds.). *Policies & policy making: Handbook of political science*. Reading, MA: Addison-Wesley Publishing Co.
- Hamilton, S. (1986). Excellence & the transition from school to work. *Phi Delta Kappan*, 68, 239-242.
- Hanauer, J. (1987a, January 30). Too many options--report vocational school. *Beverly Times*, p. 2.
- _____. (1987b, February 10). Vocational school report slammed. *Beverly Times*, p. a3.
- Haney, W. (1983). *In and out of high school: Trends in secondary enrollment, graduation and post secondary experience*. Washington, D.C.: National Academy Press.
- Hannable, D. (1973, August 1). Why Beverly should withdraw. [Letter to the editor]. *Salem Evening News*, p. 3.
- Harvey, E. & Mills, R. (1970). Patterns of organizational adaptation: A political perspective. In M. Zald (Ed.), *Power in organizations* (181-213). Nashville, TN: Vanderbilt University Press.

- Harvey, G. & Crandall, D. (1988). *A beginning look at the what & how of restructuring*. Andover, MA: The Regional Lab for Education Improvement of the Northeast & Islands.
- Hoachlander, E. (1983). *Vocational education in the nation's secondary schools*. Washington, D.C.: National Academy Press.
- Holmes, M. (1974a, October 1). School board wavers on vo-tech support. *Beverly Times*, pp. 1, 3.
- _____. (1974b, October 2). Patten school future is safe. *Beverly Times*, pp. 1, 3.
- _____. (1974c, October 18). Vo tech board tries to 'buy' approval. *Beverly Times*, pp. 1, 3.
- _____. (1974d, October 22). School board still non-committal on vo-tech. *Beverly Times*, p. 1.
- _____. (1974e, November 21). Vo tech referendum faces 3 hurdles. *Beverly Times*, p. 1.
- _____. (1974f, November 27). Surprise vote kills vo tech. *Beverly Times*, pp. 1, 3.
- _____. (1974g, November 29). Wake of vo tech defeat leaves officials confused. *Beverly Times*, pp. 1, 3.
- _____. (1974h, December 6). Bombshell drops on vo tech board. *Beverly Times*, pp. 1, 3.
- _____. (1974i, December 11). Vo tech board vows to build. *Beverly Times*, p. 13.
- Homan, P. (1981a, January 13). Salem to pressure N.S. Voke to economize. *Salem Evening News*, p. 28.
- _____. (1981b, December 4). N. S. Voke threatens Salem suit. *Salem Evening News*, p. 1.

- _____. (1982a, January 7). Regional voke prepares suit against Salem. *Salem Evening News*, p. 14.
- _____. (1982b, January 9). Salem drags its feet paying regional costs. *Salem Evening News*, p. 1.
- _____. (1983, January 8). Pesce defends voke schools stance. *Salem Evening News*, p. 4.
- Homan, P. & Armerding, T. (1982, May 8). City should promote voke programs. *Salem Evening News*, p. 5.
- Howland, M. (1982, April 20). Salem's voke stance disputed. *Salem Evening News*, pp. 1, 8.
- Hoy, W., & Ferguson, J. (1985) A theoretical framework & exploration of organizational effectiveness of schools. *Educational Administration Quarterly* 21, 117-154.
- Hughes, R. (1984). *Secondary vocational education: Imperative for excellence*. Columbus, Ohio: The National Center for Research in Vocational Education.
- Hunsaker, P. (1982). Strategies for organizational change: The role of the inside change agent. *Personnel*, 59, 18-28.
- Ingraham, P. (1981). Toward more systematic consideration of policy design. *Policy Studies Journal* 15, 611-28.
- It's time to consider the unkindest cuts. (1989, January 26). *Swampscott Reporter*, p. 8.
- Jenkins, J. (1988). A learning style approach to effective instruction. In S. Nagel (Ed.), *Profiling & Utilizing Learning Style* (pp. 41-45). Reston, VA: National Association of Secondary School Principals.
- Jones, C. & Matthes, D. (1983). Policy formation. In S. Nagel (Ed.), *Encyclopedia of policy studies* (pp. 117-141). New York: Marcel Dekker, Inc.

- Jones: hold voke fee to 'send a message'. (1983, March 23). *Salem Evening News*, p. 1.
- Jordan, R. (1986, June 14). How schools should adjust. *The Boston Globe*, p. 17.
- Just too expensive. (1983, January 24). *Gloucester Daily Times*, p. A8.
- Katz, D. & Kahn, R. (1966). *The social psychology of organizations*. New York: John Wiley & Sons.
- Kayakachoian, G. (1974, January 9). Gloucester pullout threatens regional vocational school. *Boston Evening Globe*, p. 17.
- Keegan, M. (1974, November 25). Students say they're uninformed about proposed regional school. *Gloucester Daily Times*, pp. 5, 9.
- Kirby, P. (1979). *Cognitive style, learning style, & transfer skills acquisition*. Columbus, Ohio: The National Center for Research in Vocational Education.
- Kirst, M. (1984). The changing balance in state & local power to control education. *Phi Delta Kappan*, 66, 189-191.
- Knaak, W. (1983). *Learning styles applications in vocational education*. Columbus, Ohio: The National Center for Research in Vocational Education.
- Korieth, K. (1987, February 10). Educators debate merits of expensive voke study. *Salem Evening News*, p. 1.
- Kosan, L. (1989a, January 27). Area superintendents endorse consolidated voke plan, *Beverly Times*, p. A3.
- _____. (1989b, March 10). Voke cooperation pleases Perron. *Beverly Times*, p. A2.
- _____. (1989c, March 10). Voke plan would close Patten, Vo-tech classes. *Beverly Times*, p. A2.

- _____. (1989d, March 30). Changes in store for voke classes.
Beverly Times, p. A3.
- _____. (1989e, March 30). Committee drops vocational class.
Beverly Times, p. A2.
- Kraemer, K. (1973). *Policy analysis in local government*.
Washington, D. C.: International City Management
Association.
- Lane, R. (1972). Integration of political science & the other social
sciences through policy analysis. In J. Charlesworth (Ed.),
Integration of the social sciences through policy analysis
(pp. 71-87). Philadelphia, PA: The American Academy of
Political Social Science.
- Lang, J. (1986, June 20). Vocational education study set.
Gloucester Daily Times, pp. 1, a11.
- Lankard, T., Kang, S., & Bishop, J. (1985). Voc ed spells job success.
VocEd, 60, p. 17.
- Lasswell, H. (1951). The policy orientation. In D. Lerner & H.
Lasswell (Eds.), *The policy sciences* (pp. 3-15). Stanford, CA:
Stanford University Press.
- _____. (1975) Research in policy analysis: The intelligence &
appraisal functions. In F. Greenstein & N. Polsby (Eds.),
Policies & policy making: Handbook of political science
(pp. 1-22). Reading, MA: Addison-Wesley.
- Lerner, D. & Lasswell, H. (Eds.) (1951). *The policy sciences*.
Stanford, CA: Stanford University Press.
- Lewis, M. & Fraser, J. (1984). Taking stock of national trends.
VocEd, 59, pp. 26-28.
- Lindow, K. (1971). *A planning document for expanded
occupational education within selected north shore
communities*. Woburn, MA: Division of Occupational
Education, MA Department of Education.

- Liske, C., Loehr, W., & McCamant, J. (Eds.). (1975). *Comparative public policy: Issues, theories, & methods*. New York: John Wiley & Sons.
- Lotto, L. (1985). The unfinished agenda: Report from the National Commission on Secondary Vocational Education. *Phi Delta Kappan*, 66, 568-573.
- Louden, D. (1974, January 21). Last night at Abbot Hall. *Marblehead Reporter*, p. 1.
- MacKenna, J. (1986, January 17). A place to call their own. *Beverly Times*, pp. 1, A10.
- Make vo tech vote work. (1974, November 27). *Beverly Times*, p. 6.
- Making common cause: Integrating academic & vocational studies. *NASSP Curriculum Report*, 18, pp. 1-8.
- Margulies, N. & Raia, A. (1984). The politics of organization development. *Training & Development Journal*, 38, 20-23.
- Marquis, R. & Kendall, N. (1987). *Recapturing an opportunity: A study of vocational-technical education at the North Shore Regional Vocational-Technical School*. Unpublished manuscript.
- Marquis, R. (1987) *A supplement to recapturing an opportunity*. Unpublished manuscript.
- Massachusetts Board of Education. (1976). *Policy on occupational education*.
- Massachusetts Department of Education. (1971). *Massachusetts state plan for vocational education*.
- _____. (1974). *Massachusetts state plan for occupational education 1975/1979--a digest*.
- _____. (1976). *Post-audit: An oversight report*.

_____. (1976). *A summary: Massachusetts state plan for occupational education 1976-1980.*

_____. (1977). *Annual and five-year plan for vocational education 1978-1982.*

_____. (1977). *Chapter 74 regulations.*

_____. (1989). *Per pupil expenditures by function 1987-1988.*

Mauro, T. (1974a, December 2). Regional panel set to plot steps after bond defeat. *Gloucester Daily Times*, pp. 1, 9.

_____. (1974b, December 3). Grace says vote on regional inconclusive. *Gloucester Daily Times*, pp. 1, 7.

Mayer, R. (1985). *Policy & program planning: A developmental perspective.* Englewood Cliffs, N.J.: Prentice-Hall, Inc.

Mayor's vote saves city school budget. (1983, April 5). *Salem Evening News*, pp. 1, 6.

Menesale, J. (1987, February 10). Official: \$12,000 voke 'study garbage'. *Salem Evening News*, p. 1.

(1987, March 31). Perron: City can't afford two voke programs. *Salem Evening News*, p. 14.

Mercer, J. & Latta, E. (1987). New roles for state councils. *Vocational Education Journal*, 62, 37-38.

Mertens, D., Seitz, P., & Cox, S. (1983). *Vocational education and the high school dropout.* Columbus, Ohio: The National Center for Research in Vocational Education.

Militello, J. (1986). Dynamics of domain development: A study of inter-organizational planning processes in developing the Philadelphia arts & culture domain. (Doctoral dissertation, University of Pennsylvania, 1986) *Dissertation Abstracts International*, 417/10, 3811-a.

- Murphy, F. (1974, January 22). State supreme court rules against town. *Salem Evening News*, p. 1.
- National Commission on Excellence in Education. (1983). *A nation at risk*. Washington, D.C.
- National Commission on Secondary Vocational Education. (1984). *The unfinished agenda: The role of vocational education in the high school*. Columbus, Ohio: The National Center for Research in Vocational Education.
- Nelson, C. (1987). Here's an alternative to school district consolidation. *The American School Board Journal*, 174, pp. 40-41.
- Nelson, C. E. (Ed.). (1987). Utilization of social science information by policy makers symposium. *American Behavior Science*, 30, 566-676.
- Nelson, O. (1986). "Assessing the impact of changing high school requirements." *School Shop*, 45, p. 23.
- Niebla, J. (1987) A catalyst for change. *Vocational Education Journal*, 62, p. 39-40.
- O'Brien, E. (1974, January 25). Danvers resident urges 'no' vote. [Letter to the editor]. *Salem Evening News*, p. 2.
- O'Connell, J. (1985, May 23). School boards to study cost-cutting at Voke. *Salem Evening News*, p. 9.
- Odden, A. & Marsh, D. (1988). How comprehensive reform legislation can improve secondary schools. *Phi Delta Kappan*, 69, 593-598.
- OERI Urban Superintendents Network. (1987). *Dealing with dropouts: the urban superintendents' call to action*. Washington, D. C.: U. S. Department of Education.
- Ostrander, R. (1974). *Origins, priorities & responsibilities of the Massachusetts commission for occupational education*. Boston: Massachusetts State Department of Education.

- Panel on Secondary School Education for the Changing Workplace. (1984). *High schools and the changing workplace: The employers' view*. Washington, D.C.: National Academy Press.
- Parish, R. & Arends, R. (1983). Why innovative programs are discontinued. *Educational Leadership*, 40, pp. 62-65.
- Parnell, D. (1985). *The neglected majority*. Washington, D. C.: The Community College Press.
- Patton, M. (1987). *Qualitative evaluation methods*. Beverly Hills, CA: Sage Publications.
- Penning, N. (1988). Crafting voc ed for the 1990s. *The School Administrator*, 45, pp. 33-34.
- Peterson, P. & Rabe, B. (1983). The role of interest groups in the formation of educational policy: Past practice & future trends. *Teachers College Record*, 84, 708-729.
- Pettigrew, A. (1975). Towards a political theory of organizational intervention. *Human Relations*, 28, 191-208.
- Pike, B. (1973, November 30). Voke school pros, cons debated. *Lynn Daily Item*, p. 13.
- Pike, B. (1989, January 11). Schools may share voke resources. *Daily Evening Item*, p. 15.
- Pizzo, C. (1976, March 9). Vo tech exit plan finds no support. *Beverly Times*, p. 1.
- Powell, A., Farrar, E. & Cohen, D. (1985). *The shopping mall high school: Winners and losers in the educational marketplace*. Boston: Houghton Mifflin Co.
- Pratzner, F. & Russell, J. (1984). *The roles & functions of vocational education: Some current perspectives*. Columbus, Ohio: The National Center for Research in Vocational Education.

- Quade, E. (1982). *Analysis for public decisions*. New York: North-Holland.
- Questions and answers on the vocational district. (1974, November 22). *Peabody Times*, p. 1.
- Raner, A. (1978, April 19). Vocational schools: Does Beverly need two? *Beverly Times*, pp. 1, 12.
- Raynes, R. (1975, January 18). Regional school director hopes district will settle down in 1975. *Salem Evening News*, p. 4.
- _____. (1976, March 9). Withdrawal from voke district fails. *Salem Evening News*, p. 1.
- Ravitch, D. (1983). *The troubled crusade: American education 1945-1980*. New York: Basic Books, Inc.
- Regional school: what your vote will mean. (1974, November 22). *Gloucester Daily Times*, p. 13.
- Regional trade school: More 'bad news' looms. (1974, January 14). *Daily Evening Item*, pp. 1, 16.
- Regional voke committee filing for new legislation. (1974, December 4). *Salem Evening News*, p. 19.
- Romano, T. (1973, November 16). Regional voke rejection set. *Salem Evening News*, p. 14.
- Rosenfeld, S. (1983). *The future of work for the high school graduate*. Washington, D. C.: National Academy Press.
- Rossman, G., Corbett, H., & Firestone, W. (1988). *Change & effectiveness in schools: A cultural perspective*. Albany: State University of New York Press.
- Ruff, R., Shylo, B., & Russell, J. (1981). *Vocational education: A look into the future*. Columbus: Ohio State University, The National Center for Research in Vocational Education.

- Ruff, R., Waler, J., Shylo, B., Orth, M., & Fraser, J. (1983) *An examination of non-occupational specific outcomes of secondary vocational education*. Columbus: Ohio State University, The National Center for Research in Vocational Education.
- Rutman, L. (1980). *Planning useful evaluations: Evaluability assessment*. Beverly Hills: Sage Library of Social Research.
- Sarason, S. (1982) *The culture of the school & the problem of change*. Boston: Allyn & Bacon, Inc.
- Schmuck, R. & Runkel. (1985). *The handbook of organization development in schools*. Mayfield Publishing Co.
- School board cuts BHS electronics: It's first step in voke consolidation. (1989, March 30). *Salem Evening News*, p. 3.
- School committee flunks. (1974, September 24). *Beverly Times*, p. 6.
- Sergiovanni, T. (1987). The theoretical basis for cultural leadership. *ASCD Yearbook: Leadership: Examining the Elusive*, 116-129.
- Sherman, S. (Ed). (1983). *Education for tomorrow's jobs*. Washington, D. C.: National Academy Press.
- Shocked at voke policy. (1973, July 26). *Salem Evening News*, p. A1.
- Silberman, H. (1987). A close-up look: the national assessment of vocational education. *Vocational Education Journal*, 62, pp.44-46.
- _____. (1988). The unfinished agenda revisited. *VocEd*, 63, pp. 38-40.
- Sirotnik, K. & Clark, R. (1988). School-centered decision making & renewal. *Phi Delta Kappan*, 69, 660-664.

- Sizer, T. (1984). *Horace's compromise: The dilemma of the American high school*. Boston: Houghton Mifflin.
- Smith, Jr., G., Christensen C., Berg, N. & Salter, M. (1972). *Policy formulation & administration*. Homewood, Ill: Richard D. Irwin, Inc.
- Spitzer, R. (1987). Promoting policy theory: Revising the arenas of power. *Policy Studies Journal*, 15, 675-689.
- Squillace's better idea. (1985, February 22). *Gloucester Daily Times*, p. 4.
- Starr, H., Fraser, J., Russell, J., & Orth, M. (1984). *Opinions about the roles of secondary and postsecondary education*. Columbus: Ohio State University, The National Center for Research in Vocational Education.
- Starr, H., Merz, H., Thrane, L., Jahnke, J., Cohen, S., Maurice, C., Jahnke, G., & Bowers, E. (1981). *Conditions affecting vocational education planning*. Columbus: Ohio State University, The National Center for Research in Vocational Education.
- Struch, F. (1945). *Vocational education for a changing world*. New York: John Wiley & Sons, Inc.
- Stufflebeam, D. (1971). *Educational evaluation & decision making*. Itasca, IL: F. E. Peacock Publishers, Inc.
- Sullivan, T. (1984, January 5). Voke budget brings worries. *Salem Evening News*, p. 9.
- Support the regional vocational school. (1974, November 22). *Gloucester Daily Times*, p. 6.
- Swanson, G. (1981). *The future of vocational education*. Arlington, VA: The American Vocational Association.
- _____. (1984). *Excellence in vocational education: A policy perspective*. Columbus, Ohio: The National Center for Research in Vocational Education.

Swampscott high school student handbook. (1987). Swampscott Public Schools.

Taylor, R. (1984). An emerging policy for vocational education: The school studies are tipping the scale. *Voc Ed*, 59, pp. 27-28.

Tresnak, E. (1988). Voc. ed. in the curriculum. *NASSP News Leader*, 35, p. 2.

Tullock, G. & Wagner, R. (Eds.). (1978). *Policy analysis & deductive reasoning*. Lexington, MA: D. C. Heath & Co.

University of Massachusetts Institute for Governmental Services. (1986). Executive summary: A strategies conference: Voc-tech education in Massachusetts: Preparing for the 21st century.

Vallejo, M. (1987). How to curb the dropout rate. *The School Administrator*, 44, pp. 21-23.

Vitale, R. (1973, July 29). Voke region voters hold trump cards on Peabody's withdrawal. *Lynn Sunday Post*, pp. 1, 16.

_____. (1973, July 22). Voke school 'divorce' move could stir up hornet's nest. *Lynn Sunday Post*, pp. 1, 16.

Vobejda, B. (1988, April 10). Vocational education: Bracing for the future. *The Washington Post*, pp.1, 4.

Vok education 'facts lacking'. (1983, December 10). *Salem Evening News*, p. 3.

Voke ed needs closer look. (1986, July 1). *Gloucester Daily Times*, p. 4.

Vo tech dues hike staggers Topsfield officials. (1976, March 5). *Beverly Times*, p. 1.

Vo tech not dead, can be brought back to vote. (1974, December 11). *Beverly Times*, p. 12.

- Waterfield, A. (1989, February 28). Vocational school official stresses flexibility. *Gloucester Daily Times*, p. A5.
- Weber, J. & Sechler, J. (1987). Characteristics of exemplary vocational education programs designed to prevent at-risk youth from dropping out. *Educational Leadership*, 44, 721.
- Weber, J., Silvani-Lacey, C., Williams, E., Winkfield, P., Manning, K., Okefor, K., & Deniston, D. *Comparative study of basic skills in vocational education*. Columbus: Ohio State University, The National Center for Research in Vocational Education.
- Weick, K. (1976). Educational organizations as loosely coupled systems. *Administrative Science Quarterly*, 21, 1-19.
- Weiss, C. (1972) *Evaluation research: Methods of assessing program effectiveness*. Englewood Cliffs, N.J.: Prentice-Hall, Inc.
- Wergin, J. (1976). The evaluation of organizational policy making: A political model. *Review of Educational Research*, 46, 75-115.
- Wergin, J., Munson, P., Garrison, C., & Braskamp, L. Evaluating career education programs politically: A case study. *Vocational Guidance Quarterly*, 25, 26-33.
- Wheeler, J. (1981). *Organization of vocational education*. American Institutes for Research.
- White, M.J. (1983). Policy analysis models. In S. Nagel (Ed.), *Encyclopedia of policy studies* (pp. 43-63). New York: Marcel Dekker, Inc.
- Zaharis, J. (1988). "Know when to hold 'em & when to fold 'em". *The School Administrator*, 45, 10-12.

